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Report on

PLANNING AND DEVELOPMENT

for the

CITY OF YORKTON SASKATCHEWAN CANADA

YORKTON CITY PLANNING COMMITTEE

Eric W. Thrift,
Planning Consultant
Winnipeg, Canada

Yorkton City Planning Committee

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3. Street System
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This report has resulted from some three to four years work on the future development of the City of Yorkton. While it deals with the general planning problems of the community and the economic and social factors which effect its physical development, there are also included some studies of particular problems and conditions. It is not presented in the nature of a final report because the development of any community can never be quite final. Communities grow and change and it is well that they do so. This report, therefore, is designed mainly to indicate how some of the problems of the future may be attacked, and to point out that some of the studies presented in this report should be made on a continuing basis so that the community is at all times in the best possible position to assess its prospects and to consider any new development with all the facts relating to it carefully marshalled. The healthiest development is attracted to those communities that have their facts and prospects clearly set out before them.

1. ECONOMY

ECONOMY

Ever since the days when the Yorkton area was first settled by white people and the Yorkton community established, its development has been based upon agriculture. Beginning largely with grain crops, the agriculture of the area has become progressively more diversified and as time went on, came to include poultry and livestock production, dairying, and the like, thus contributing immeasurably to a more stable economic base for the area and for the City of Yorkton.

Service to the surrounding area has become the backbone of business and industry in Yorkton as evidenced by the number and size of establishments maintained by farm implement companies and others directly serving the agricultural community. A large proportion of the retail trade and business dealings are carried on with the folks from the surrounding farming areas. Together with this, however, it has become a wholesale distributing center for an extensive area.

Any planning for future development must reorganize these economic facts and wherever possible contribute to their healthy development in the interests of both the City and the neighboring community.

The character of the primary economic activity of any community usually creates conditions peculiar to that type of activity. These should be recognized because they in turn have some effect upon the planning that should be carried on both by business and by civic government. For example the nature of the businesses carried on in Yorkton require certain types of people with specific abilities. Their requirements in housing, recreation, shopping and so forth all affect how Yorkton and its business will develop.

The purpose in much of the following data is to point out Yorkton's characteristics in this respect and to try to throw some light on their significance with respect to future development.

Table 1 shows some of the economic characteristics of the four Saskatchewan cities in the 5,000 to 10,000 population class. It is based upon information available on a comparable basis and is used solely for comparison purposes to indicate the characteristics that may be peculiar to Yorkton.

Populations of the four cities are within about a 22% range of Yorkton's, Yorkton being the smallest at that time.

Even though Yorkton has the smallest population, the value of her manufacturing production was only exceeded by Swift Current. As might be expected the number of employees and their income from manufacturing is also only exceeded by Swift Current. The possibilities of expanding industrial production and what this may mean in additional space requirements and the provision of additional employment and income are important considerations.

Yorkton's wholesale trade indicates a comparatively strong position in this field. Wholesale warehousing is therefore important to the city's economic development. The trend in recent years for both manufacturing plants and warehouses to be extended horizontally in one storey buildings may create some increased demands for larger sites.

Retail business in Yorkton has always been considered of major importance. For the year for which comparative figures were available the dollar volume was slightly ahead of North Battleford with a similar population, a good deal ahead of Weyburn, the largest center in the group but considerably short of that of Swift Current. This is reflected also in the relative proportions of the total provincial volume of retail trade and the retail volume per capita of population in each place.

Whether the position of Yorkton in the retail trade field can be improved still further may be in part dependent upon the improvements that both business men and the city can make to facilitate shopping in Yorkton and to increase its attractiveness to customers. Civic improvement must be considered as a factor in any such program. Reference is made to this in the section dealing with the Appearance of the City.

The comparative economic bouyancy of the city is indicated by the large number of telephones per unit of population, the higher postal revenue, and the relatively high number of motor vehicles, a characteristic common to many western prairie communities.

The excellent condition of the city's financial position is indicated by the debt situation. No other Saskatchewan city in its class has as low a total or per capita civic debt as Yorkton. Such a condition improves the city's position considerably in assuming new debt if such is necessary to assist in desirable and necessary improvements to encourage healthy development.

The Yorkton population would not be considered a wealthy one by comparative standards in terms of dollar income. It indicates that the major enterprises of Yorkton's business life support larger numbers in the moderate income group. If the business life of the community can support the large majority at a reasonable income level then it is recognized that this can be a much healthier economic condition than one in which there is much wider variation with more people in the sub-economic income group. The maintenance of a large proportion of the population in the moderate income group indicates that housing development and the like should be governed accordingly.

TABLE 1. ECONOMIC CHARACTERISTICS OF YORKTON
Compared with Other Saskatchewan Cities In Same Population Class

Economic Characteristics	Yorkton	North Battleford	Swift Current	Weyburn
Population 1946	5,714	5,717	6,379	7,003
Manufacturing 1947				
Production	$2,042,837	$1,432,550	$6,607,389	$1,564,640
Employees	170	136	407	81
Salaries & Wages	266,176	203,963	702,383	118,426
Wholesale trade 1941	6,210,200	----	3,819,500	1,794,600
Retail trade 1941				
Sales	$3,383,000	$3,348,000	$4,175,000	$2,307,000
% of Prov. total	1.81	1.79	2.23	1.32
Sales per capita	607	706	746	373
Telephones 1949	1,315	1,163	1,165	1,151
Population per 'phone	4.3	5.0	6.0	6.1
Postal Revenue	$79,699	$77,719	$79,191	$44,668
Motor Vehicle Registration 1948				
Passenger	1,032	1,051	1,143	808
Commercial	314	342	493	350
Assessment total 1948	$4,650,000	$5,184,000	$4,343,000	$3,103,000
Net debenture debt 1948	152,000	253,000	790,000	-
Net Pub. Utility debt 1948	54,000	52,000	339,000	-
Net Tax debt	98,000	201,000	451,000	-
Per Capita	16.29	31.63	60.19	
Income Tax Payers 1947				
Number	1,501	1,660	1,892	1,380
Total income	$3,200,000	$4,100,000	$4,800,000	300,000
Average "	2153	2449	2541	2191
Average tax	198	257	330	219

Source: "Business Year Book 1950" - MacLean-Hunter Publishing Company Ltd.

TABLE 2. CHARACTERISTICS OF EMPLOYED POPULATION . YORKTON
Compared with other Saskatchewan Cities in same Population Class and the Province

		YORKTON	NORTH BATTLEFORD	SWIFT CURRENT	WEYBURN	SASKATCHEWAN Urban	SASKATCHEWAN Provincial
Total Population 1946		5,714	5,717	6,379	7,003	316,070	832,688
Population Gainfully Occupied	Male	1,688	1,694	1,924	1,380	91,308	269,707
	Female	607	521	514	439	28,429	42,053
	Total	2,295	2,215	2,438	1,819	119,737	311,760
Percent of Population Gainfully Occupied		40.2	38.7	38.2	25.8	37.8	37.4
Male Percentage of Total Gainfully Occupied		73 6	76 5	74.8	75.9	76.3	86.5
Classifications of Gainfully Occupied (Number and Percent)		T %	T %	T %	T %	T %	T %
Employers		152 6 6	121 5 5	126 5.2	116 6 4	5,394 4.5	21,747 7.0
On Own Account		194 8 4	212 9 1	295 12 1	119 6.5	18,143 15.2	120,438 38.5
Wage Earners		1841 80.0	1,848 83 4	1,969 80 7	1,572 80 7	93,734 78.2	137,772 44.1
Receive No Pay		108 4.7	34 1 5	48 2.0	12 .7	2,466 2.1	32,803 10.4
Male head wage earner families	No.	864	922	1,004	707	44,587	54,398
	Average Earnings	$1,714	$1,838	$1,806	$1,849	$1,885	$1,762

Source: DBS Bulletin "Occupations, Earnings and Employment" 7-602-7, July 31, 1947

Turning to Table 2 it reveals that the proportion of the people of Yorkton classified as gainfully occupied (working for pay or production) in 1946 was somewhat higher than that in the other cities in Yorkton's size group in Saskatchewan. Yorkton showed 40.2% occupied with 38.7% for North Battleford, 38.2% for Swift Current and 25.8% for Weyburn. The Provincial figures are 37.8% for urban areas and 37.4% for the whole province, also lower than Yorkton.

One noticeable feature of the gainfully occupied population of Yorkton at that time is that there was a proportionately larger number of women in this group. Moreover they are not confined to one type of employment but show a larger percentage in all four types of employment, Employees, Own Account, Wage Earners and Non-paid. The numbers of males occupied in each category is directly comparable with the other cities shown.

Average earnings appear to be somewhat lower than the other cities and the provincial urban average as indicated in the previous table where total income was shown.

Table 3 has been prepared to discover the relative proportion of various general occupational groups in Yorkton, in the same four Saskatchewan cities of a similar size and in the province.

New information on all these topics should be available in the near future. It should be the responsibility of some civic official whether he be classified as a planner or not, to keep such information up-to-date. Changes and shifts in the economic pattern can be ascertained and action taken accordingly with respect to civic affairs.

The position of Yorkton as a regional business and shopping center is indicated by the higher proportion of people occupied in the proprietor, manager, commercial and financial grouping. Yorkton has 36.7% in this class. This is higher than the other cities of its size and higher than the average of all Saskatchewan urban areas which stands at 31.4%. This lends emphasis to the continuing importance of these functions of the city and the need for considering them adequately in dealing with the cities problems of development, physical improvement and operation. Matters such as the control and improvement of traffic movement and parking, adequate space for retail and wholesale trade, warehousing and so forth are typical. They are of direct importance to some 36% of the people of Yorkton and indirectly to the whole of the community.

Other facts relating to the population and its characteristics are revealed in the section dealing with population. Much of this information is of economic significance and vice versa, so it is suggested that they be considered in conjunction with one another as parts of a larger whole.

TABLE 3

OCCUPATION AND INDUSTRY GROUPS IN YORKTON

	YORKTON	N. BATTLEFORD	SWIFT CURRENT	WEYBURN	SASK. URBAN	SASK. TOTAL
Proprietors Managers Commercial & Financial	36.7%	29.9%	26.9%	25.6%	31.4%	15.2%
Clerical & Service	29.0	31.8	28.0	42.4	28.9	25.3
Manufacturing Mechanical Construction Laborers	23.1	23.1	26.7	19.9	21.5	9.8
Transportation Communication	8.9	12.1	9.4	9.1	11.1	5.3

These figures do not total 100% for each City nor for the Province because there are a few minor classifications which have not been included in this tabulation. The figures have been calculated from data appearing in DBS Bulletin "Occupations, Earnings and Employment" 7-604-7 April 6, 1948.

2. POPULATION

POPULATION

The characteristics of the population of any community form a fundamental basis for the understanding of the nature of that community and prospects for the growth and development of the population have as much to do with its future as any other factor. It is true that economic conditions, the development of industry and business, war or peace, all have a most significant effect on any community, but the effects are upon its people. The people will reflect in their numbers, and in other characteristics, the effects of these developments and they will in turn cause the physical structure of the community to be changed, modified, enlarged and improved one way and another accordingly as various influences guide their thoughts and actions. It is for these reasons that the study of the characteristics of the population have been carried forward in some detail.

GROWTH

Since its establishment in 1882, the Yorkton community's size has increased in time with the development of agriculture on the western prairies. Comparatively rapid growth came during the early days of this century when the railway lines were being laid throughout the prairies and the land was opened for settlement and farming. Its fortunes have followed those of the area in which it was located. This area has fortunately proven fertile and the economic instabilities such as were caused by the early boom and later the economic depression of the 1930's were ameliorated somewhat. This reflected itself directly in the growth characteristics of the community.

By 1916, the official Dominion census recorded a population of 3,144. From this point over the intervening 33 years this rose to 6,000 in 1949. Characteristic of the growth of the community otherwise, this rise was not spectacular but steady and fairly stable. Plate 1 indicates graphically how the population of the city has grown, and Table 4 records the population since the first census in 1916. For comparison purposes, the total and the urban population of Saskatchewan are shown as well as the urban and total population for Census Division 9 in which Yorkton is located.

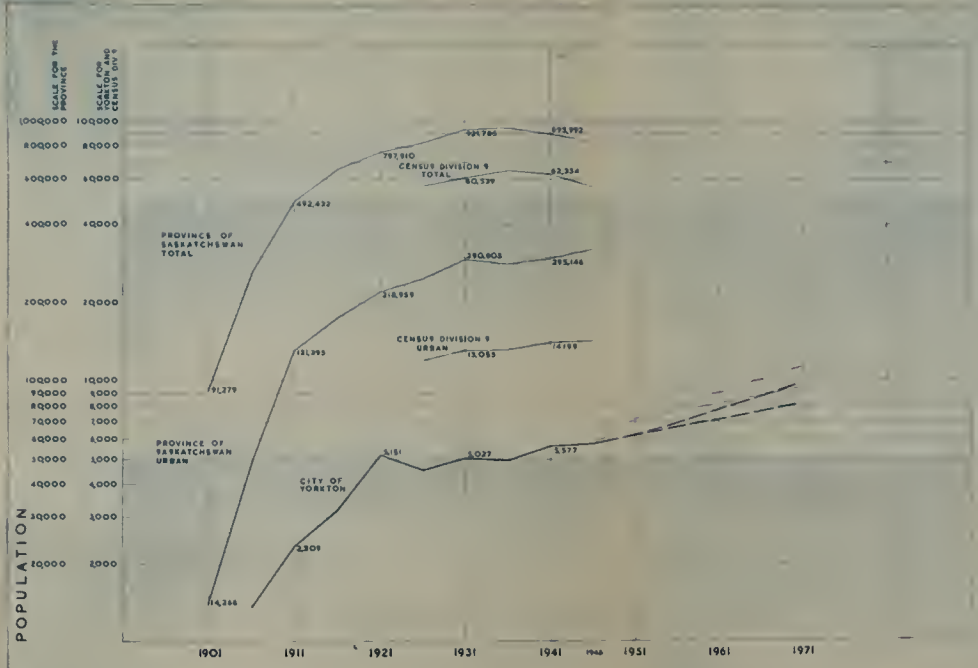
Over the end of World War I and up to 1921, the City's population continued to grow at a comparatively rapid pace, reaching over 5,000 in that year. There was a dip, however, during the 1920's but by 1931, the loss had been recovered and the population again topped 5,000. The depressed 1930's are reflected in an almost stable population which moved narrowly between 4,900 and 5,000 from 1932 to 1939 in which year it again exceeded 5,000 and has not gone back since.

TABLE 4

POPULATION GROWTH - YORKTON, SASKATCHEWAN

AREAS	1901	1906	1911	1916	1921	1926	1931	1936	1941	1946
Yorkton City	700	1363	2309	3144	5151	4458	5027	4931	5577	5714
Census Division 9 (total)						56015	60539	64121	62334	55631
Census Division 9 (Urban)						12009	13085	13241	14158	14274
Saskatchewan (Province)	91279	257763	492432	647835	757510	820738	921785	931547	895992	832688
Cities, Towns, Villages (Urban)	14266	48462	131395	176297	218958	242532	290905	280273	295146	316760

Source: POPULATION, Census of Saskatchewan 1946, Dominion Bureau of Statistics



POPULATION · CITY OF YORKTON SASK.

YORKTON PLANNING COMMITTEE

ERIC W THRIFT — PLANNING CONSULTANT

PLATE I

The years of World War II and after, have increased Yorkton's urban population as they have generally tended to do throughout Canada. Some of this was caused by increased industrialization and urban activity created through the war effort, and some was probably due to the increase in mechanization in agricultural operations which required less manual help to manage the same amount of land and production. A reflection of this may be seen in comparing the growth characteristics of the urban and rural population of the province.

The population of the Province of Saskatchewan rose from some 91,000 in 1901 to something over 930,000 in 1936. It has, however, dropped from this peak according to the 1946 census to about 832,000 or better at that time. In studying the rural and urban figures for the province, it is revealed that this is almost wholly due to decrease in population in rural areas and in some of the quite small villages which depend directly upon agricultural life in the immediate vicinity. From 1941, when the provincial population stood at 931,547, the rural part being 651,274 (about 70%) and the urban part 280,273 (about 30%) to 1946 the rural population has dropped to 515,928 or about 62%, and the urban risen to 316,760 or about 38%. The urban population of Saskatchewan has shown an increase of slightly less than 13% in this 10 year period. Of interest with respect to Yorkton is the city's rate of increase over the same period. This was 15.9% i.e. just under 16%, which is 3% greater than the urban average for the province.

A comparison of Yorkton's urban population with that of Census division 9 in which it is located, reveals a somewhat similar situation even so far as Yorkton's immediate region is concerned. As shown in Table 4, the population of census division 9 rose from 56,015 in 1926 to 64,121 in 1936. From then until 1946 however, there was a drop to 55,631, which is even less than the 1926 figure. The City of Yorkton's population was in the meantime, however, either maintaining an even level or increasing.

It may be argued that unless an adequate population continues to live and carry on agricultural pursuits in the Yorkton region, then the City itself will suffer from a lack of supporting population. To some extent, this may be true, but it has been pointed out many times in recent years that it does not require the same personnel to manage and operate a given amount of agricultural land and its produce as it has in the past. This appears to be but a part of a common shift from rural to urban life that has been going on at varying paces all over the continent for many years. Only if abandonment of agricultural operations or other such serious signs appear, would it be likely to affect Yorkton materially.

RACIAL COMPOSITION

According to the 1946 Census data, the largest part of the population of Yorkton, nearly 70%, is of English speaking origin. The relative sizes of the various major groups are shown in Table 5. The only other groups of any size with a common language background are German, comprising 9.31%, and Ukrainian, comprising 15.33%. Other European groups are so small as to constitute together only 4.66% of the city's population. Others make up the remaining 1.22%. Yorkton has a higher proportion of people of English speaking origin than there is in the province as a whole. Here the figures show some 62.2%, with the remaining larger proportion made up of other groups, the two most prominent of which are again the German (11.1%) and the Ukrainian (8.6%).

TABLE 5
YORKTON POPULATION 1946

Racial Composition According to Mother Tongue

	Male	Female	Total	% of Population
English	1919	2051	3970	69.48%
German	265	267	532	9.31
Ukrainian	422	454	876	15.33%
Other European*	132	134	266	4.06
Asiatic and others**	43	27	70	1.22
Total	2781	2933	5714	100.00%

* Includes French, Austrian, Danish, Flemish, Gaelic, Icelandic, Italian, Magyar, Netherlands, Norwegian, Polish, Roumainian, Russian, Slovak, Swedish

** Includes Chinese, Yiddish and all others

Source: POPULATION, Census of Saskatchewan 1946, Dominion Bureau of Statistics

The situation in Yorkton appears to indicate that there is little likelihood of a specific racial group with a higher or lower birth rate than the remainder of the community being the cause of otherwise unexpected fluctuation in population growth and characteristics in the city.

AGE AND SEX CHARACTERISTICS

Similar to trends throughout the continent, the average age of the population in Saskatchewan is gradually increasing and the urban areas appear to be slightly ahead of the rural areas in the shift in this direction. Table 6 shows how the percentage of the provincial population is changing in each of five age groups. Whereas in 1901 fully half of the population were less than 20 years of age, this group had dropped to 38.7% of the provincial population by 1946, and in Yorkton composed only 34% of the City's population. This is largely due to greater longevity which increases the number of people in the older groups. The trend has been credited to improvements in medical practice and to increased availability of medical advice and assistance throughout the whole country. In the 40-59 age group, for example, the proportion of the population of the province which it includes has increased from something in the neighborhood of 14% in the early years of the century to about 20% in the 1940's. Further the 60 and over group have increased from some 3.5% to over 10.5% during the same period. Such conditions must be taken into consideration in the future development of the community since there is and will be increasing need for facilities, economic opportunity and general consideration for the growing segment of the population in the higher age groups.

The relative size of five year age groups in Yorkton according to the 1946 census is shown graphically in Plate 2. Noticeable here is the typical urban characteristic of a slight predominance of the female over the male population, 51.3% to 48.7%. Table 7 shows the actual numbers recorded in the census within each five year age group separated by sex. All of Saskatchewan cities of over 5000 population reveal the same characteristic in about the same degree as Yorkton except Prince Albert where the population was almost evenly divided. (See Appendix A)

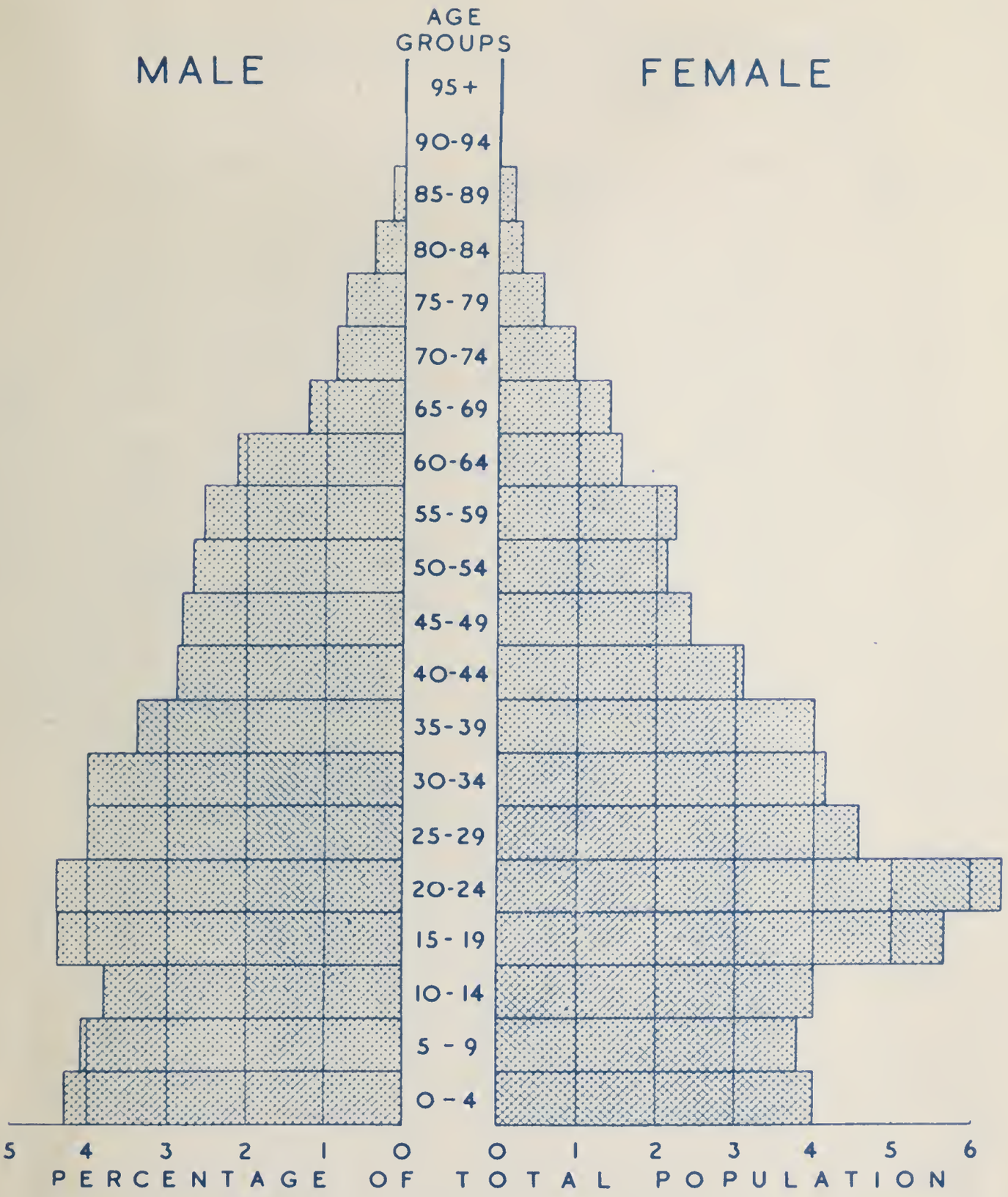
Another more important fact shown by the population pyramid in Plate 2 is the proportion of the female population in the child-bearing age groups from 20 to 44. In 1946, there were some 1266 women in these groups of whom 851 were married, constituting some 29% of the female population at that time. (See Appendix B.) The women in each age group will have moved on to the next age group in the intervening years so that the large group in the 15 - 19 group in 1946 will now be in the 20-24 group. Assuming that about 39% will be married as was the case in 1946, this would add about 125 to the married group between 20 and 44 while about 150 between 40 and 44 would have moved to the 45 49 group. In the meantime, however, there will have been marriages in the 25 to 40 group Maintaining the same proportion of married women in this group as was recorded in 1946 (about 78%) would add another 115 to the married group. The net increase over the 5-year period then is estimated at about 90 (125 + 115 - 150) in the 20 - 44 child bearing age group of married women in Yorkton.

TABLE 6

SASKATCHEWAN AND YORKTON AGE GROUPS - HISTORY

AGE GROUPS	PROVINCE OF SASKATCHEWAN 1901	1906	1911	1916	1921	1926	1931	1936	1941	1946	YORKTON 1946
0 - 19	50.0%	43 7%	42 6%	46 2%	48 2%	48 2%	46 4%	43 8%	40 7%	38 7%	34 02%
20 - 39	31 3	38 9	40 6	35.5	32 2	29.3	28 9	29 4	30.1	30 8	34 86
40 - 59	14 5	14 1	13 6	14 7	15 5	17 8	19 4	20 4	20 6	19 9	20.69
60 - 79	3 9	3 1	3 0	3 4	3 8	4 4	5 0	6 1	8 0	9 8	9 36
80+	3	.2	2	2	2	3	3	3	.6	8	1.07

Calculated from data appearing in POPULATION Census of Saskatchewan 1946, Dominion Bureau of Statistics



AGE AND SEX DISTRIBUTION POPULATION OF YORKTON SASK. 1946

SOURCE: POPULATION CENSUS OF SASK. 1946 DOMINION BUREAU OF STATISTICS

PLATE 2

TABLE 7

POPULATION BY SEX AND FIVE-YEAR AGE GROUPS, 1946
CITY OF YORKTON

AGE GROUPS	MALE	% AGE OF POPULATION	FEMALE	% AGE OF POPULATION
0 - 4	247	4.33	227	3.98
5 - 9	234	4.10	216	3.78
10 - 14	216	3.78	228	4.00
15 - 19	250	4.38	324	5.67
20 - 24	251	4.39	364	6.38
25 - 29	229	4.00	261	4.57
30 - 34	230	4.02	237	4.15
35 - 39	192	3.36	228	3.99
40 - 44	164	2.86	176	3.08
45 - 49	160	2.80	138	2.42
50 - 54	152	2.66	121	2.12
55 - 59	144	2.52	128	2.24
60 - 64	120	2.10	88	1 54
65 - 69	69	1.21	80	1.40
70 - 74	49	.86	54	.94
75 - 79	43	.75	32	.56
80 - 84	22	.38	17	.29
85 - 89	8	.14	11	.19
90 - 94			1	.02
95+	1	02	2	03

Source: POPULATION, Census of Saskatchewan 1946,
Dominion Bureau of Statistics.

The birth rate over the three years following the 1946 census is about 25.7 per thousand. In 1946, there were 128 births and 851 married women in the 20 - 44 age group which statistically means that there were 15.0 births per 100 women in this group. Maintaining the same rate, the 941 women in this group in 1951 would indicate about 141 births in 1951. Births per year have been higher than this in 1948 and 1949 (see Table 8) which indicates that the birth rate is up and the rate for the 20 - 44 age group is also higher than it was.

BIRTHS, DEATHS, MIGRATION

The preceding discussion leads directly into a discussion of the births and deaths and their effect on the City's population. Table 8 shows the number of births and deaths, the rates per thousand of population, for each year from 1930 to 1949. It also shows by deducting deaths from births, the amount of natural increase that may be expected to have resulted. This varies from a low of 40 in 1940 to a high of 134 in 1948.

It is useful to compare this with the actual increases in population which have occurred over the same period of time. This comparison is shown in Table 9. By tabulating the actual change in population from year to year and placing the natural increase from Table 8 beside it, the net amount of moving in or out (migration) in each year can be determined. This shows clearly that with the exception of 1930, 1939, 1940, and 1941, Yorkton did not maintain its natural increase in the period from 1930 to 1949. The increase in the early war years was in all probability due to the influx of Air Force Personnel. If the city had retained the equivalent of its natural increase in the 1930 - 49 period, there would be some 327 more people in the city over the 6000 recorded as the 1949 population.

It is clear, therefore, that despite a noticeable increase in population in the past few years and a considerable addition to the city's housing accommodation, the number of people moving out of Yorkton are in excess of those who are moving into Yorkton. The natural increase of the population is therefore at present balancing out the loss from migration and providing some additional amount which has created the recorded population increase.

Excluding the years 1939 - 40 and 41 in which the influx of military personnel caused such a noticeable deviation from what has otherwise been a fairly stable condition, the average migration out of Yorkton was about 60 persons per year. The annual emigration has, however, been dropping somewhat in later years and there appears to be a definite trend toward the gradual reduction of this annual figure. This may be likely to continue as the population grows in size and the city's economic importance in the region continues to grow. Some consideration should be given from time to time to what has and is happening to the migration figures as they compare with natural increase so that the trends in population development may be properly understood and their effect on the community appraised.

Some idea of the significance to Yorkton of what may be termed migrant population is revealed in the fact that at the 1946 Dominion

TABLE 8

BIRTHS AND DEATHS 1930 - 1949

YORKTON, SASK.

YEAR	POPULATION	B I R T H S		D E A T H S		I N C R E M E N T	
		TOTAL	PER 1000 POP	TOTAL	PER 1000 POP	TOTAL	PER 1000 POP
1930	4920	124	25 2	37	7 5	87	17 7
1931	5027	113	22.5	36	7 1	77	15 4
1932	5008	117	23.2	29	5.8	88	17 4
1933	4989	93	18.6	34	6.8	59	11 8
1934	4970	93	18.7	36	7.2	57	11 5
1935	4951	110	22.2	41	8.3	69	13 9
1936	4931	106	21.5	43	8.7	63	12.8
1937	4930	98	19.8	32	6.5	66	13.3
1938	4940	97	19.6	36	7.3	61	12.3
1939	5090	95	18.7	37	7.3	58	11.4
1940	5380	89	16.5	49	9.1	40	7.4
1941	5577	112	20.1	47	8.4	65	11.7
1942	5600	148	26.4	46	8.2	102	18.2
1943	5630	114	20.2	35	6.3	79	13.9
1944	5660	129	22.8	41	7.2	88	15 6
1945	5690	104	18.3	42	7.4	62	10 9
1946	5714	128	22.4	47	8 2	81	14 2
1947	5800	138	23.8	36	6 2	102	17 6
1948	5900	160	27.1	26	4 4	134	22 7
1949	6000	155	25 8	29	4 8	126	21 0
1951	7074	170	24 0				

Source: City of Yorkton Records

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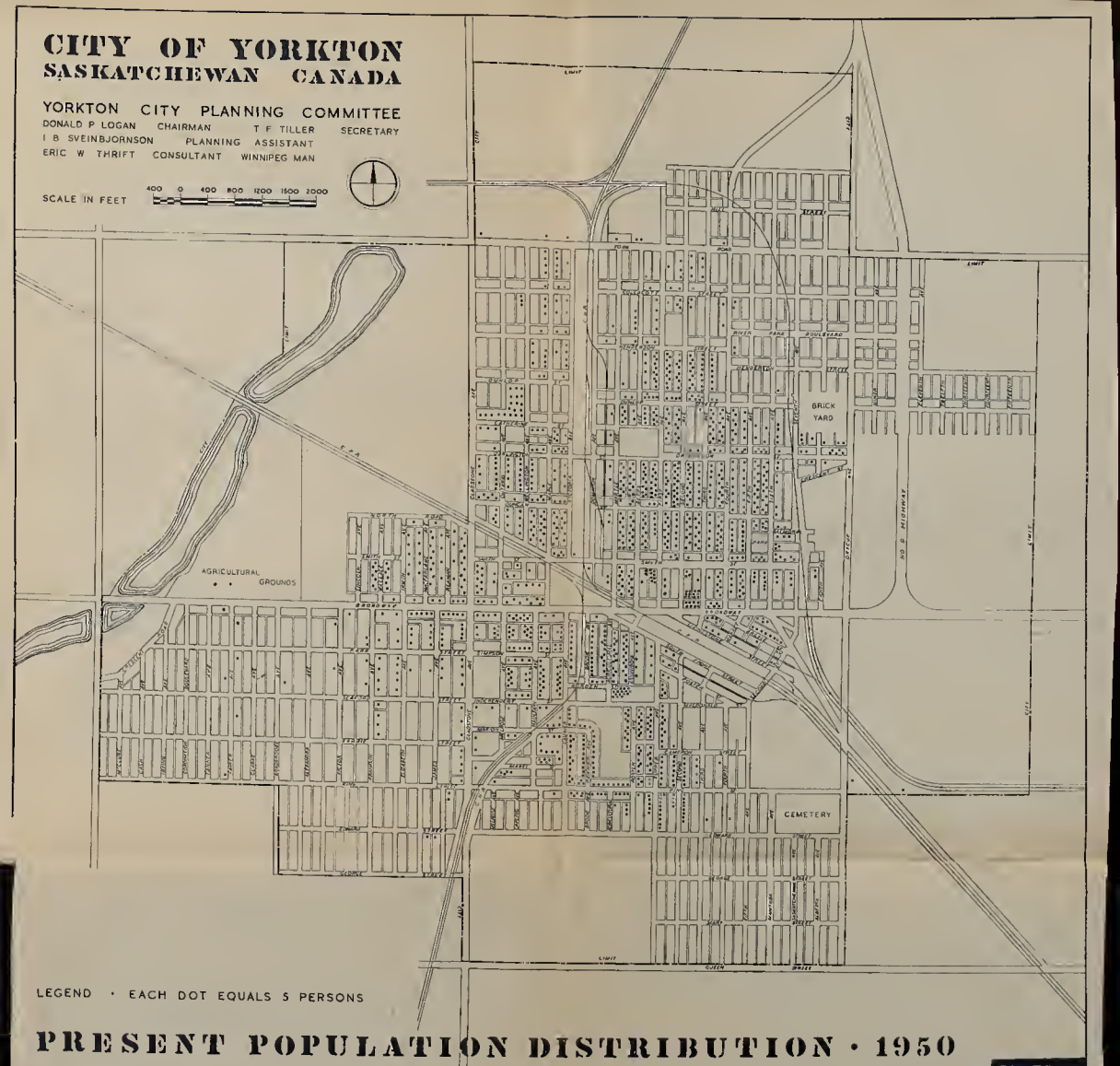


LEGEND • EACH DOT EQUALS 5 PERSONS

PRESENT POPULATION DISTRIBUTION • 1950

PLATE 3

census 1,857 or 35.4% of the population had moved to Yorkton during the previous five year period. See Appendix C. This compares with an average of 28.6% for the other cities in Saskatchewan with a population of over 5,000 and 15.3% for census division 9 as a whole, in which Yorkton is located. About half of the new people came from rural areas and half from urban. In the rural half, there were 5 women for every 4 men.

While 1,857 people came to live in Yorkton between 1941 and 1946 and were still there in 1946, during this period there was a natural increase of some 412. Since there was a total increase in population by census of only 237, this indicates a migration loss of 175 which means that although there were 1,857 of the 1946 population who had not lived in Yorkton 5 years before, there must have been 2,032 who lived there in 1941 who had moved away by 1946. There are no statistics available to indicate how the migrant population was distributed according to age group. It is therefore difficult to indicate what steps may be taken to reduce further the outward migration by action that may be directed toward the age groups in which emigration predominated.

POPULATION DISTRIBUTION

The distribution of the Yorkton population in 1950 according to residence is shown on Plate 3. This indicates clearly the areas in which people have established their homes. The earlier growth was north of the C.P.R. but more recent years have produced an increasing amount of development south of the C.P.R. and this trend appears to be continuing. Fortunately there is no area in which overcrowding of the land is apparent and it is to be hoped that the zoning by law will be adequate to ensure that as more multiple dwellings are provided undersirable overcrowding is not the result.

FUTURE POPULATION

Estimating the future population prospects for any community is basic to the planning which that community may do toward its future development. Some concept of how many people and what kind they may be as the years go by can give a clearer understanding of what must be planned for and what action may be desirable today in order to be able to meet future needs when they arise.

Estimates of the future population of Yorkton have been made based upon three factors, viz. projection of the birth rate, projection of the mortality rate and migration trends. Each is discussed separately and then the results of various combinations are provided.

Any or all of the three factors can be affected by economic conditions, both local and general, unforseen resource development, and war. Certain long range trends seem to have been established and much of the work of developing prospective population is based upon these trends The diversified agriculture of the Yorkton region has provided and would appear to continue to provide a fairly stable base upon which the economy of Yorkton is founded.

(a) Birth Rate

Study of the birth rate in Yorkton reveals that during the last two decades, it has swung through a lower cycle and starting during the early 1940's has risen through a peak in 1948. The general trend at the moment seems to be one that is rising although some dropping off may be reasonable in the later 1950's. The average birth rate from 1930 to 1949 was 21.9 per 1000 of population.

Plate 4 shows how the birth rate has been projected. Three variations have been charted to indicate what the effect may be on the population in combination with the other factors, mortality rate and migration. The projection is that of the general trend. The rate will vary in a somewhat less regular pattern as in the past but the results over the years would be the same and would be the means of indicating general community needs.

The first projection A carries the general trend upward to an average level of 26 births per 1000 population in 1957 - 8 and thereafter through a slight decline to 25 in 1970. This reflects a moderately high fertility.

The second projection B levels out the present upward trend in the next few years at about 24.3, drops then to 24.0 in 1957 whence it continues at this level to 1970.

The third projection C indicates that the peak rate will be the 1950 and 1951 rate and that thereafter it will decline gradually to 21.3 in 1958, then rise slightly again to over 22 in 1963 to run to 1970.

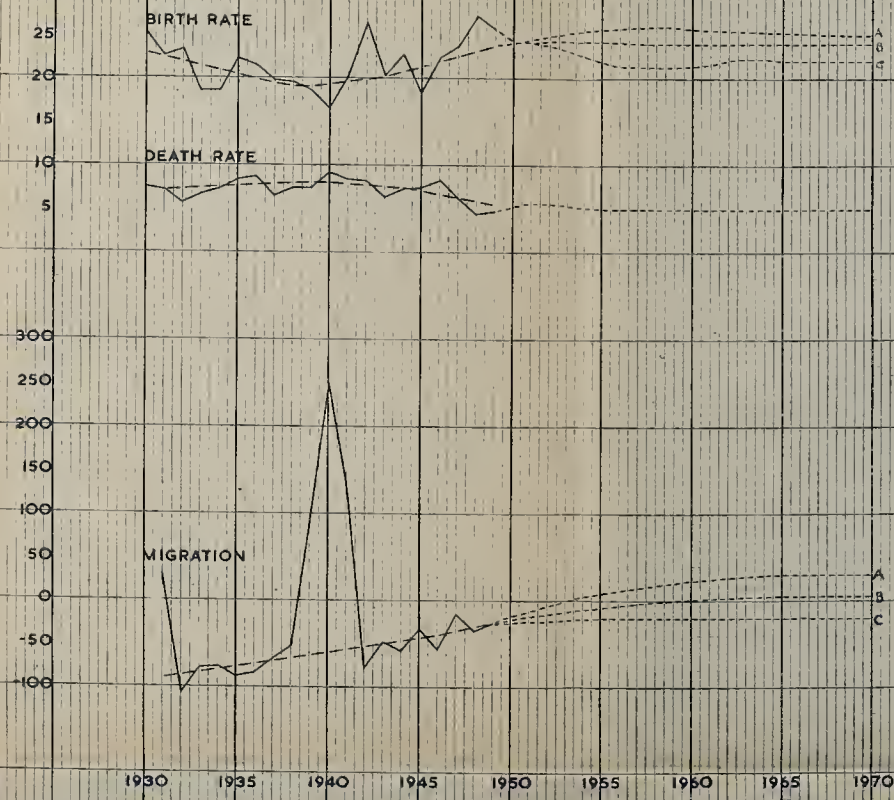
(b) Mortality Rates

The mortality rate in Yorkton appears to have maintained a fairly stable rate over the past two decades then declines noticeably in the last three or four years. The numbers and rates appear in Table 8 and Plate 4 shows the development of the rate graphically.

There have been gradual trends nationally and even internationally in the western world in the direction of lower death rates. This is the direct result of improved medical practice and preventive medicine, but the rate is not likely to drop much further since there must be an expected reasonable minimum. The graphical indication of past development and trend in Plate 4 also shows the prospective projection of the rate. This indicates a possible levelling out about 1955 at 5.0 per 1000 with an average level of 5 to 1970.

(c) Migration

The number of migrants per year in Table 9 and the graphical indication of the trend in Plate 4. As pointed out previously there has been a small amount of emigration from Yorkton over the years but this is gradually decreasing as shown by the trend. As an urban centre increases in importance this is likely to be the case until development reaches the limits of the City's area.



BIRTH RATE, DEATH RATE AND MIGRATION

CITY OF YORKTON SASKATCHEWAN

YORKTON CITY PLANNING COMMITTEE

PLATE 4

TABLE 9

POPULATION CHANGE 1930 to 1949

YORKTON, SASK.

YEAR	POPULATION	INCREASE OVER PREVIOUS YEAR	NATURAL INCREASE	MIGRATION
1930	4920			
1931	5027	107	77	+30
1932	5008	-19	88	-107
1933	4989	-19	59	- 78
1934	4970	-19	57	- 76
1935	4951	-19	69	- 88
1936	4931	-20	63	- 83
1937	4930	- 1	66	- 67
1938	4940	10	61	- 51
1939	5090	150	58	+ 92
1940	5380	290	40	+250
1941	5577	197	65	+132
1942	5600	23	102	- 79
1943	5630	30	79	- 49
1944	5660	30	88	- 58
1945	5690	30	62	- 32
1946	5714	24	81	- 57
1947	5800	86	102	- 16
1948	5900	100	134	- 34
1949	6000	100	126	- 26

Source: City of Yorkton Records

Three possible developments of migration conditions in Yorkton have been shown on Plate 4. The most optimistic of these, A, continues the present trend toward the gradual elimination of emigration reaching a balance in 1953 and then proceeding toward some possible immigration thereafter, gradually to reach a level of 30 persons per annum from 1965 to 1970. There is reasonable argument for such tendencies in the coming years. More and more people as well as business and industry have been moving from large congested centres to smaller cities and towns. The problems of modern civil defense also have presented many arguments in favor of the smaller urban centres and the gradual dispersal of people and their activities from the few very large centres. While no great exodus can be expected, the smallest amount of such movement can have definite effects upon the smaller centres. What may be an unnoticed loss to a large centre is often an appreciable gain to a smaller one.

The second general line of migration development, B, also continues the upward trend toward ultimate balance about 1959. From there it moves to show a small immigration balance to about 5 persons per annum in 1970.

The third trend, C, indicates a levelling off in the migration tendency at a net loss on the average of about 20 persons per annum up to 1970. In view of the past 20 years experience with migration in Yorkton, such a prospect may be a reasonable one with such increase in population as occurs being made up entirely from the city's natural increase.

(d) Future Population Projections

In order to indicate what may be in prospect with respect to the population of Yorkton, the preceding projections were applied to the population figures for the city in various combinations to indicate the likely results from the combinations in terms of future total population. These have been projected year by year with each factor related to a year's prospective total to produce the figure for the next year. Table 10 shows how these figures were developed for a combination of Birthrate projection C, the mortality rate projection, and Migration projection B. Tables showing all combinations appear in Appendix D. The maximum in 1970 of 9553 is produced by a combination of Birth rate projection A and Migration A, while the minimum in 1970 is produced by a combination of Birthrate projection C and Migration C.

Graphic projection of the population growth is shown on Plate 1, illustrating the development produced by the maximum and minimum combinations. As may be expected, the population growth and the factors affecting it are not likely to develop as evenly and regularly as shown on the tables and on the chart. These are simplifications of such growth to show general trends rather than precise figures which may be expected in any one year. Such trends, however, can be used as the basis for formulating decisions on physical development of the community in one way or another.

Clear indication of the kind of fluctuations that occur in population statistics is shown by the last Dominion Census population total for Yorkton taken in June 1951 and just recently published as a preliminary figure. It was recorded at 7054. As it is stated this is a preliminary figure subject to any adjustment through final tabulation. It can be accepted as sufficiently accurate for all general purposes.

As yet no figures are available on more detailed aspects of the census to show the basis for the increase from the last census figure in 1946 of 5714. When they become available, probably sometime in 1953, a further analysis should be made similar to that made in this chapter to indicate how the trends are moving and what this is likely to mean in increasing the physical problems of the city greater demands for housing, for public services, utilities, business accommodation and the like.

TABLE 10

YORKTON POPULATION

DEVELOPMENT USING BIRTHRATE 'C' AND MIGRATION 'B'

	1950	1951	1952	1953	1954	1955	1956	1957	1958	1959	1960	1961	1962	1963	1964	1965	1966	1967	1968	1969	1970
Birth Rate 'C'	24.5	24.0	23.8	23.4	22.7	22.0	21.5	21.4	21.3	21.4	21.5	21.8	22.1	22.3	22.3	22.1	22.0	22.0	22.0	22.0	22.0
Births	147	146	147	147	145	143	142	143	145	148	151	156	160	165	168	169	171	174	177	181	184
Death Rate	5.2	5.8	5.8	5.5	5.2	5.0	5.0	5.0	-	-	-	-	-	-	-	-	-	-	-	-	-
Deaths	31	35	36	35	33	32	33	33	34	35	35	36	56	57	38	58	39	40	40	41	42
Natural Increase	116	111	111	112	112	111	109	110	111	113	116	120	124	128	130	131	132	134	137	140	142
Migration 'B'	-21	-18	-15	-12	-10	-8	-5	-2	0	0	+1	+2	+3	4	4	5	5	5	5	5	5
Net Inc.	95	93	96	100	102	103	104	108	111	113	117	122	127	132	134	136	137	139	142	145	147
Result. Pop.	6095	8188	6284	6384	6486	6589	6693	6801	6912	7025	7142	7264	7391	7523	7657	7793	7930	8069	8211	8356	8503

3. STREET SYSTEM

STREET SYSTEM

PRESENT DEVELOPMENT

Street Plan

As was the regular practice at the time that the land in the Yorkton townsite was first subdivided it was arranged on what has become known as the grid plan with streets spaced at regular intervals meeting one another at right angles. This method formed rectangular blocks which in the case of Yorkton are oriented with their long axis north and south. This system fitted fairly neatly into the basic pattern of sectional land subdivision which predominates throughout much of North America. The 99-foot road allowances on the section lines were used as the basic framework.

The exception to the rigid north-south east-west grid of streets in Yorkton is a small area adjoining the right-of-way and yard of the Canadian Pacific Railway immediately south of Broadway. Here the subdivision and the main axis of the blocks parallel the railway line which is at an angle of about 73½ degrees from north and runs in a generally north-west south-east direction. Where these blocks meet the regular grid, particularly along Broadway, it results in acute angled street intersections and poorly shaped lots.

The use of the grid system does not imply, however, that all blocks were uniform in length, width nor in the arrangement of lots within them. There were many variations within comparatively small areas but they did not apparently create any greater convenience or usefulness.

Street Widths

The common practice of using a right-of-way of 66-feet or one chain, for the majority of streets, was used in Yorkton. There are some exceptions, however, largely those that occur on the section lines where the regular right-of-way or road allowance is 99 feet. Such exceptions are York Road, Broadway, and Queen Street running east and west, and Gladstone and Dracup Avenues running north and south. Other exceptions are sections of Smith and Darlington Streets which are 132 feet wide, Number 9 highway from the north which is 150 feet wide and Brodie Avenue from Borden Street to Broadway, and Duncan Street from Dominion Avenue to Fourth Avenue, both of which are narrower than 66 feet. The relative widths of the street rights-of-way are apparent in Plate 5 showing paved and gravelled roads.

Road Construction

The extent of paved and gravel surfaced roadways in Yorkton is indicated in Plate 5. The amount of land under the present plan of land subdivision which has been developed is apparent from this map

The majority of the paved surfacing occurs on Broadway and in an area north of Broadway to Darlington between Betts Avenue and Fourth Avenue. Paving also extends southward from Broadway one block on Agri cultural and Assiniboia and three blocks on Tupper. All other developed streets as shown have a gravel surfaced roadway although some are equipped with concrete curb and gutter.

The areas in which roadways have been paved are generally those that are older and more densely built up.

Grade Crossings

Plate 5 also shows the location of all present railway grade crossings in Yorkton. The fact that there are 25 grade crossings within a two square mile area of the City indicates a need for better coordination between railways and roadways. While a few occur on spur tracks, the majority are on through rail lines.

Highway Connections

While Broadway is the main business street of Yorkton, it also serves as the route through Yorkton of Saskatchewan Highway Number 14, the main east west route from Winnipeg to Saskatoon and Edmonton. Saskatchewan Highway Number 10 also traverses Broadway leading to the Manitoba boundary, to Dauphin, Riding Mountain National Park and Clear Lake. South westward this route leads to Melville and Regina.

In a north-south direction, Yorkton is served by Saskatchewan Highway Number 9. This road which formerly connected to Fourth Avenue at the north now skirts the built-up area of the City to meet Broadway a short distance west of the Canadian National Railway crossing. Here it runs west on Broadway a short distance, crossing the C.N.R. tracks, then it turns south again opposite Sixth Avenue.

Northward, this road leads to Canora and Hudson Bay Junction and to the south to the United States Boundary.

The City is, therefore, served by major highway routes leading north, south, east and west with connections northwest, southwest and southeast. These have served the City in increasing its importance as a shopping and distribution centre.

Street Defects

The grid street plan applied so freely over sizeable areas in the early days of this century had a basis largely in convenience at that time for those who were dealing and speculating in

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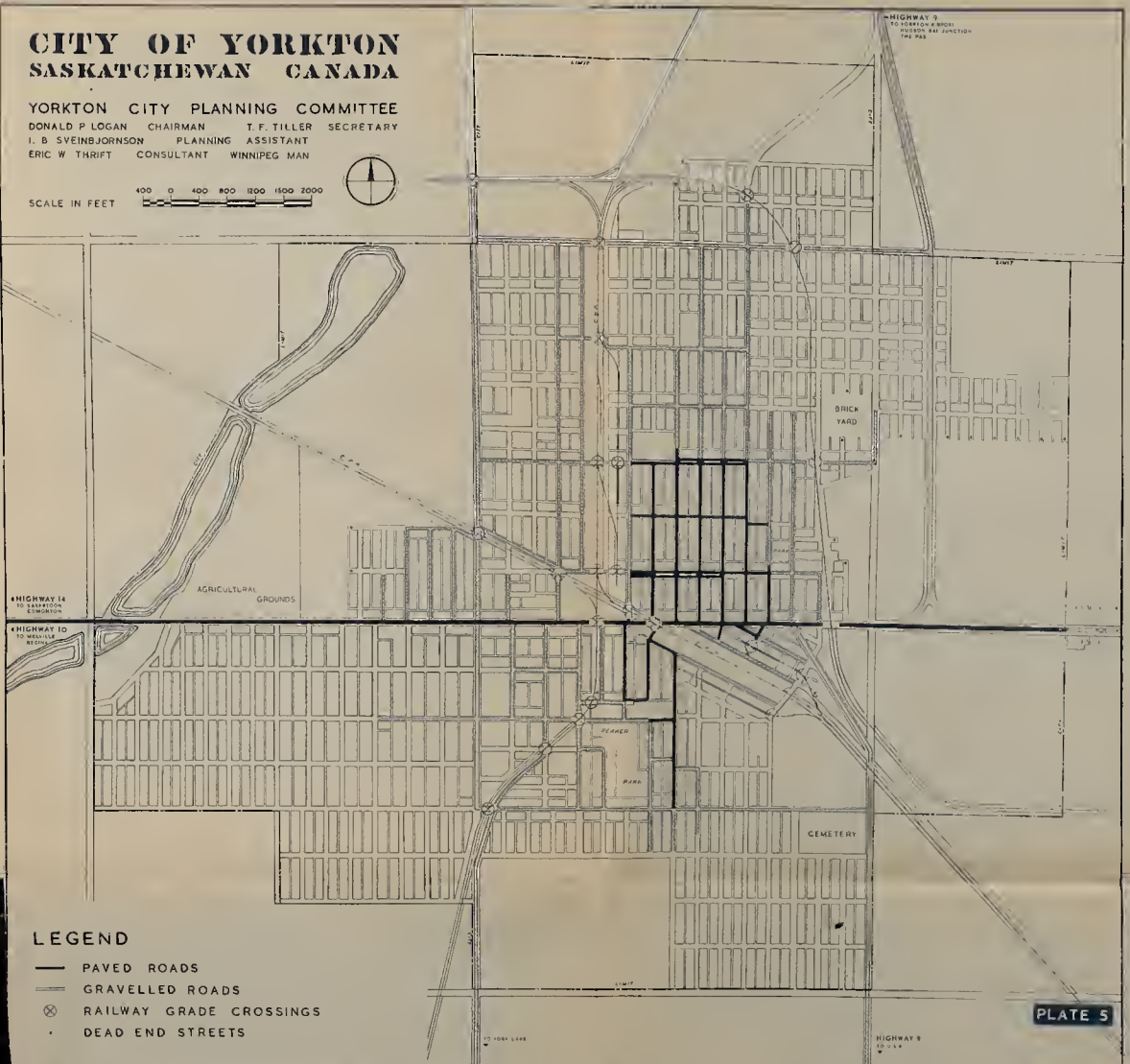


LEGEND

- PAVED ROADS
- GRAVELLED ROADS
- RAILWAY GRADE CROSSINGS
- DEAD END STREETS

PLATE 5

PAVED AND GRAVELLED ROADS · 1950

NOTE STREET LINES SHOW EXISTING WIDTHS OF RIGHT OF WAY

land. It was possible for large tracts to be subdivided into many parcels in a rather short time and the simplicity of the system of blocks made description and sale quick and easy. Because of the unlimited optimism of the day, far more land was subdivided into small lots for urban use than could ever have been used for many years to come. All of this, which is so common throughout the west, applies to Yorkton where small lot subdivision was extended in almost every direction.

In the succeeding years, when it became quite apparent that development could not hope to reach the extensive limits to which this subdivision had been carried, large parts of it returned gradually to the hands of the cities and municipalities through tax delinquency. Some of the subdivision was cancelled and the land returned to acreage, a basis upon which it could be handled for agricultural use. In other parts the subdivision remained, leaving an illogical patchwork of subdivided and unsubdivided land.

In Yorkton, the situation is not as difficult as it is in many other places. There are, however, noticeable conditions resulting from these early practices. Small lot subdivision exists north of York road between First and Dracup Avenue. It also occurs to the east of the Easterly C.N.R. line between Darlington and York Road and extends in a finger one and a half blocks wide from Eleventh Avenue just east of Number 9 Highway to the City Limits at Sixteenth Avenue. There is also a large area covering 5/8 of a section comprising all the land within the City Limits, south of Broadway and west of Gladstone, which is entirely subdivided but which is even yet almost wholly undeveloped. A further section is that extending south of the cemetery to the City Limits.

While the existence of unnecessary subdivision with individual lots in the hands of various owners caused many difficulties for municipal authorities, as time went on other problems came to light.

As mentioned previously, there was no uniformity in the block sizes nor in the planning of the lots within them. This produced many instances of lack of continuity in streets, small uneconomical blocks, a maximum of expensive street space, block plans with a maximum of lot flankage on streets which would require roads and services and so on. Some streets, where subdivision was arbitrarily cancelled up to a given line, are dead ends. All of these conditions create problems for the future development of a city.

In the case of Yorkton, it is fortunate that all of the vacant land within the City's limits has come into the control of the city. This will undoubtedly facilitate any necessary replanning of the land subdivision which may be necessary to provide adequate and economical subdivision for the gradual future growth and development of the City.

Motor Vehicle Registrations

To provide some indication of the rate at which the number of motor vehicles has been increasing in the Yorkton area, the registrations

recorded in Yorkton for the past few years have been shown in Table 11. The rapid rise in numbers reflects a condition common throughout the continent. The most significant fact about this rapid increase so far as the City and its streets are concerned, is that with the great increase in numbers of vehicles there is a parallel increase in the volume of traffic on the streets and in the demand for parking space. To aggravate this still farther, it has been found that in the years since the end of World War II, the vehicles that are in use are being driven more miles per year than they were formerly. This is turn increases traffic volumes. Therefore, some consideration of the possible future needs of traffic and the motor vehicle appears to be a necessity. The reasonable requirements of future volumes of traffic for street space on which to move and for space on which to park are the primary considerations.

A comparison between the growth of motor vehicle registration in Yorkton and in the Province of Saskatchewan as a whole from 1945 onward is shown in Table 12. The most significant fact brought to light is that the registrations in Yorkton have been increasing at a much more rapid rate than in the Province, generally during the larger part of the period since the end of World War II. Cumulatively, in the five years from 1945 to 1950, there was a 92.6% increase in the number of cars and trucks registered in Yorkton, as against a provincial increase of 42.5%.

Moreover, it is also of some importance that the ratio of persons to vehicles in Yorkton was lower in 1950 than the provincial average, 3.5 to 4.4. In 1945, they had been almost the same with Yorkton at 5.9 and the Province at 6.0. This indicates that vehicle ownership in the Yorkton area is increasing at a faster rate than is general in the Province. The Provincial figure of 4.4 persons per vehicle in 1950 is, however, one of the lowest provincial figures in Canada and directly reflects a comparatively high vehicle ownership and use in the province. The fact that Yorkton is even lower, speaks for itself.

Often such facts are grounds for much satisfaction as indicative of a well-to-do community, but increases of this sort, if they continue, can point in the direction of congestion and confusion unless civic authorities and the public appreciate what is happening are are prepared to approve of measures which may be necessary before long to protect themselves and the City.

In the chapter on population, it was pointed out that Yorkton may expect its population to increase to somewhere between 7000 and 7500 by 1960. Since the calculations were made the 1951 census has shown that Yorkton's population had already exceeded 7000. The calculations of this section are therefore not extravagant but exceedingly conservative.

If the 1950 ratio of 3.5 persons per vehicle (Table 12) remained stationary for the next few years there would be an increase of about 280 vehicles for each additional 1000 of population. The 3.5

TABLE 11

MOTOR VEHICLE REGISTRATIONS

YORKTON	1945	1946	1947	1948	1949	1950
Passenger Cars	827	865	893	1032	1183	1416
Motor Trucks	130	140	263	314	358	427
*Total	957	1005	1156	1346	1541	1843
Increase over previous year		48	151	190	195	302
Percentage increase		5.0%	15.0%	16.5%	14.5%	19.6%
SASKATCHEWAN						
Passenger Cars	96268	100905	105329	109718	120291	129302
Motor Trucks	42939	46285	51993	56285	63063	69073
*Total	139207	147190	157322	166003	183354	198375
Increase over previous year		7893	10132	8681	17351	15021
Percentage increase		5.7%	6.9%	5.5%	10.4%	8.2%

(*Does not include motorcycles, tractors, etc.)

Source of Statistical data: "Facts and Figures of the Automobile Industry"- 1946 to 1951
Canadian Automobile Chamber of Commerce

TABLE 12

PERSONS PER VEHICLE

YORKTON*	1945	1946	1947	1948	1949	1950
Passenger Cars	6.9	6.7	6.5	5.7	5.1	4.6
All motor vehicles	5.9	5.7	5.0	4.3	3.9	3.5
SASKATCHEWAN**						
Passenger Cars	8.8	8.2	8.0	7.8	7.2	6.8
All motor vehicles	6.0	5.6	5.3	5.1	4.6	4.4

*Calculated

**Source: "Facts and Figures of the Automobile Industry"
1946 to 1950
Canadian Automobile Chamber of Commerce.

ratio is, however, not likely to hold but will go down even further, unless war intervenes and motor vehicle production drops. This is clearly indicated by the rising percentage of increase in vehicles in Yorkton shown in Table 11.

It is upon this basis that an appreciation of the coming needs of traffic in terms of adequate streets and parking spaces can be gained. It is against such a general background that the recommendations of this report are made.

Traffic Regulations

The City's regulations governing traffic appear in By-law #945 and amendments to it made since the time of its adoption in October 1947 as a consolidation of an earlier By-law. It provides the usual and necessary rules under which traffic commonly operates in cities and towns.

There is a speed limit of 25 miles per hour for passenger automobiles and 20 miles per hour for trucks.

Traffic is required to stop before entering or crossing Broadway, the major traffic route in the City, and is required to stop at all marked railway crossings.

Parking is permitted on all streets except in front of theatres or fire halls. Parallel parking is required on all streets except Broadway where 45 degree angle parking is permitted.

Downtown Parking

Parking on the main business streets of Yorkton has been developing into an increasingly acute problem, particularly on days when it has become customary for the people in Yorkton district to visit the City on regular shopping expeditions or on business trips. Because Yorkton is a retail centre for a large area, this business is of major importance to the economic welfare of the City. It was and is therefore imperative that adequate attention be given to the problem of providing enough parking space for customers and visitors.

At the instance of the Planning Committee, a parking survey was made in the Downtown area to determine with some accuracy what the parking practice was in terms of time, technique and identity of parkers. This was carried out in June 1949, and the results were recorded in a report submitted by the Committee to the City Council following the survey.

Briefly the report revealed that the number of vehicles that were parked on crowded days in the space available was usually less than could be accommodated reasonably, indicating poor parking practice; that there was a good deal of all day parking by local business men and their employees eliminating such space from use by customers; that yard space

on business property could be used for owner and employee parking.

It is recommended that the zoning regulations requiring off-street parking space be adopted; that businesses use yard space for their own off-street parking; that parking spaces on the street should be properly marked and maintained; that a one hour parking limit be placed on street parking in the downtown area from 9:00 a.m. to 6:00 p.m. six days a week. The blocks on which the one hour limit was proposed are:

Broadway, north side, from Betts Avenue to Fourth Avenue

Broadway, south side, from C.P.R. to Market Street

Livingstone Street, north side, from Broadway to Market St.

Argyle Street, both sides, from Broadway to Market Street

Third Avenue, both sides, from Smith Street to Livingstone Street

First, Second and Betts Avenues, from Smith Street to Broadway

This is shown on Plate 6 which covers the business district.

On November 14, 1949, in By-law #1017 amending the Traffic By-law, the one-hour parking recommendation was put into force.

Previous Improvements

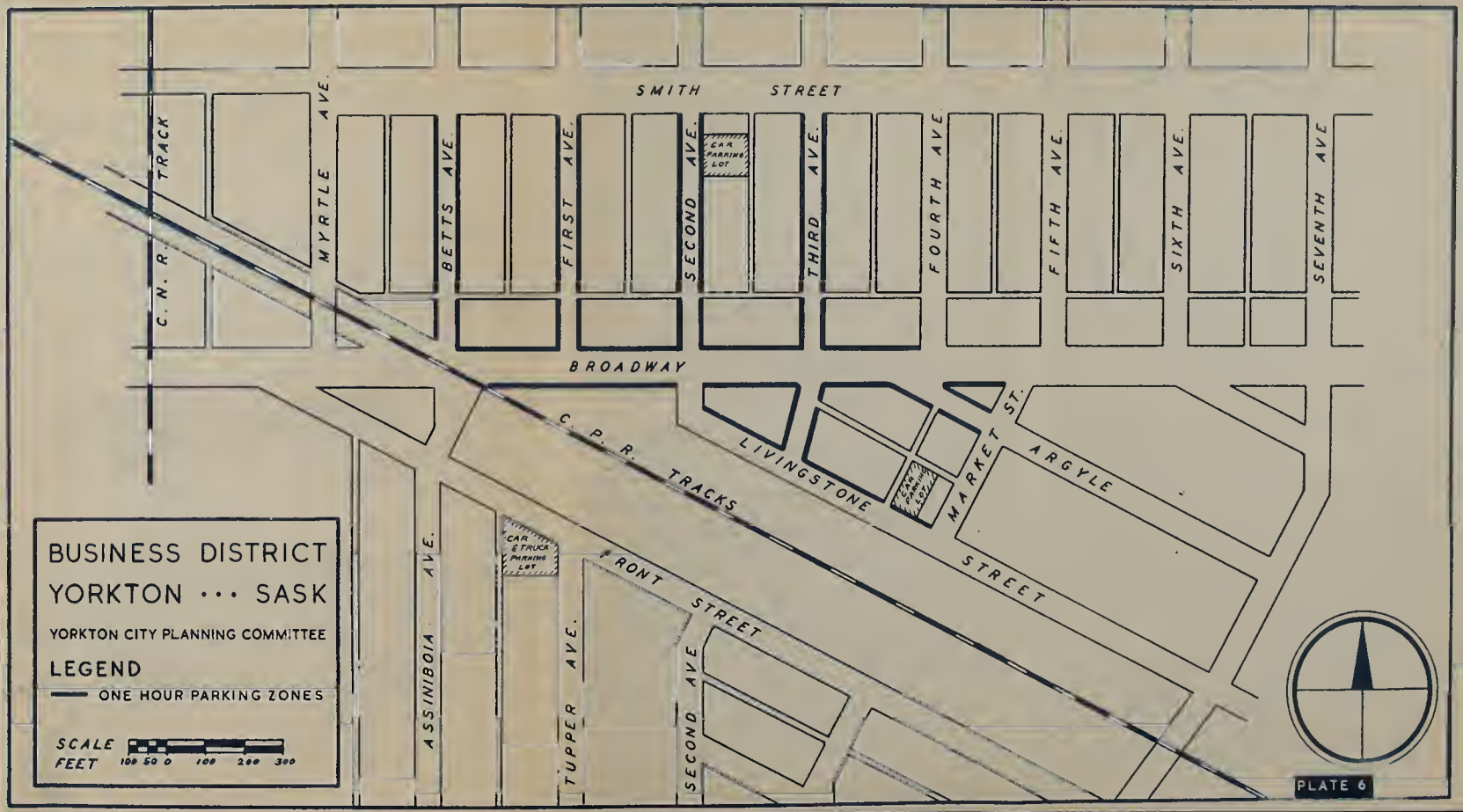
In recent years, certain improvements have been made in the street system. These are the major ones.

Sections of Darlington Street and Smith Street have been widened from 66 feet to 132 feet. In the case of Smith Street, it was hoped for some time that a Union Station could be built at the east end of Smith Street and that the building would face west opposite the end of a wide boulevarded street. On Darlington a dual roadway has been constructed with a grass divider in the middle.

A new street, Peaker Avenue, was opened through the park area south of the water tower on Independent Street. It runs in an L from Laurier Avenue east, then south to King Street.

A short section of South Front Street was closed immediately south of Broadway to overcome an unnecessarily complicated intersection and to provide improved and desirable building sites.

A new connection of major importance was constructed by the Provincial Highway Department when it replaced the Number 9 Highway connection to Fourth Avenue with a new route almost due south to Broadway


SMITH STREET
C. N. R. TRACK
MYRTLE AVE.
BETTS AVE.
FIRST AVE.
SECOND AVE.
THIRD AVE.
FOURTH AVE
FIFTH AVE.
SIXTH AVE.
SEVENTH AVE
CAR PARKING LOT
BROADWAY
C. P. R. TRACKS
LIVINGSTONE
CAR PARKING LOT
MARKET ST.
ARGYLE
STREET
ASSINIBOIA AVE.
CAR & TRUCK PARKING LOT
TUPPER AVE.
FRONT STREET
SECOND AVE
BUSINESS DISTRICT
YORKTON ••• SASK
YORKTON CITY PLANNING COMMITTEE
LEGEND
ONE HOUR PARKING ZONES
SCALE
FEET
100 50 0 100 200 300
PLATE 6

thus removing the highway traffic from Fourth Avenue which is a residential street.

Bus Service

For some years past, a limited bus service has existed in Yorkton. Its main function has apparently been to transport visitors to and from the hospital building at the airport. At other times, the schedule is uncertain and therefore does not constitute a recognized service.

MAJOR STREET SYSTEM

Purpose

In any community, large or small, there are certain streets which because of location, width, paving, type of development on abutting properties or connections to other streets or highways have or are likely to become more heavily travelled than others. All too often, the streets which are used in this manner have come into such use largely through chance. Since it is obvious that there must be some such streets, it is the purpose of a plan of major streets to try to work out the best possible location for such major traffic carriers with respect to the traffic that must be served, the areas to and from which that traffic may come and the physical problems involved in constructing such traffic ways if they do not presently exist.

As was pointed out previously in this report, there are problems existent in the street system which a sound major street plan should help to overcome, as time goes along. Such a plan should envisage direct routes to and from major destination areas in the City. At the same time, it should indicate routes whereby it will be possible to move from one part of the city to another without burdening already loaded routes because there are no others available. It should also provide for routes that will attract major traffic to them and away from local streets, particularly in the residential areas. Vitally important, too, is the provision for adequate connections to the major highways serving the region about the City.

Description of Major Street System

Where the level and condition of the land will permit, the grid of section roads has provided the framework of main roads about which the remainder of the street system has developed. As pointed out before, Broadway, York Road, Queen Street, Gladstone Avenue and Dracup Avenue are all such roads 99 feet wide. The main development in the City has taken place between Gladstone and Dracup Avenues on both sides of Broadway. Some streets have already assumed the role of major traffic routes and others will be needed as development proceeds beyond its present limits to meet the needs of a gradually increasing population. The Major Street plan has therefore been designed to make as much use as possible of existing streets and right-of-way to connect the various parts of the City and to do so in a manner which will create the least amount of disturbance to

residential areas and to existing sound development.

The Major Street Plan shown in Plate 7 indicates the routes proposed as major streets, most particularly, it shows routes for which rights-of-way should be established and sections of existing streets or rights-of-way which may require widening in the future if increasing traffic is to be handled without serious trouble.

Only one small new connection is proposed within the built-up area of the City. It occurs where Melville Avenue meets Marion Street. The proposal would continue its route parallel to the railway to meet Independent Street. All other new connections occur in undeveloped areas as shown on the Major Street Plan, most important of which is the proposal to connect Highway No. 9 by extending the new connection to Broadway southward also as shown on the Plan. This latter development is likely to be some distance in the future in view of pending improvements to the present connection of No. 9 to Broadway from the south which is discussed later.

The major streets have been spaced about one-half mile apart so that a major trafficway would be accessible to traffic in any area without traversing many blocks of minor streets. Moreover, in the space between such routes, there is sufficient room to develop good residential areas that are large enough to provide quiet, pleasant and safe surroundings free from a lot of outside through traffic. The major streets should be paved with the proper width of good paving as the areas adjacent to them develop so that the main traffic movements will be attracted to them.

No. 9 Highway Connection

At the request of the City Council, the Planning Committee carried out a special study of the present south entrance to the city from Highway No. 9. The main consideration was whether the highway connection should be moved eastward to run adjacent and parallel to the C.N.R. right-of-way up to Broadway or kept at some distance from the railway, meeting Broadway opposite Sixth Avenue. After considering several possibilities the Committee recommended the plan shown in Plate 8. This proposal located the highway connection at Broadway immediately opposite Sixth Avenue which had been designated as a major thorofare, with the approach to Broadway on a long reverse curve. This made it possible to provide warehousing or industrial properties between the road and the C.N.R. tracks with room for trackage service. Moreover, such a location removed the intersection with Broadway from being immediately adjacent to the railway line, which would have created a hazardous intersection.

In conjunction with the new highway entrance, some improvement in the adjacent properties and street connections was possible which would produce more useful building sites and prevent future traffic difficulties. These changes are also shown in Plate 8.

Street Design and Cross-Sections

The major streets and the minor street system related to them, will serve their purposes as intended, if they are designed and constructed according to their various functions. This involves the best use of the

CITY OF YORKTON
SASKATCHEWAN CANADA

YORKTON CITY PLANNING COMMITTEE

DONALD P LOGAN CHAIRMAN T F TILLER SECRETARY
I B SVEINBJORNSON PLANNING ASSISTANT
ERIC W THRIFT CONSULTANT WINNIPEG MAN

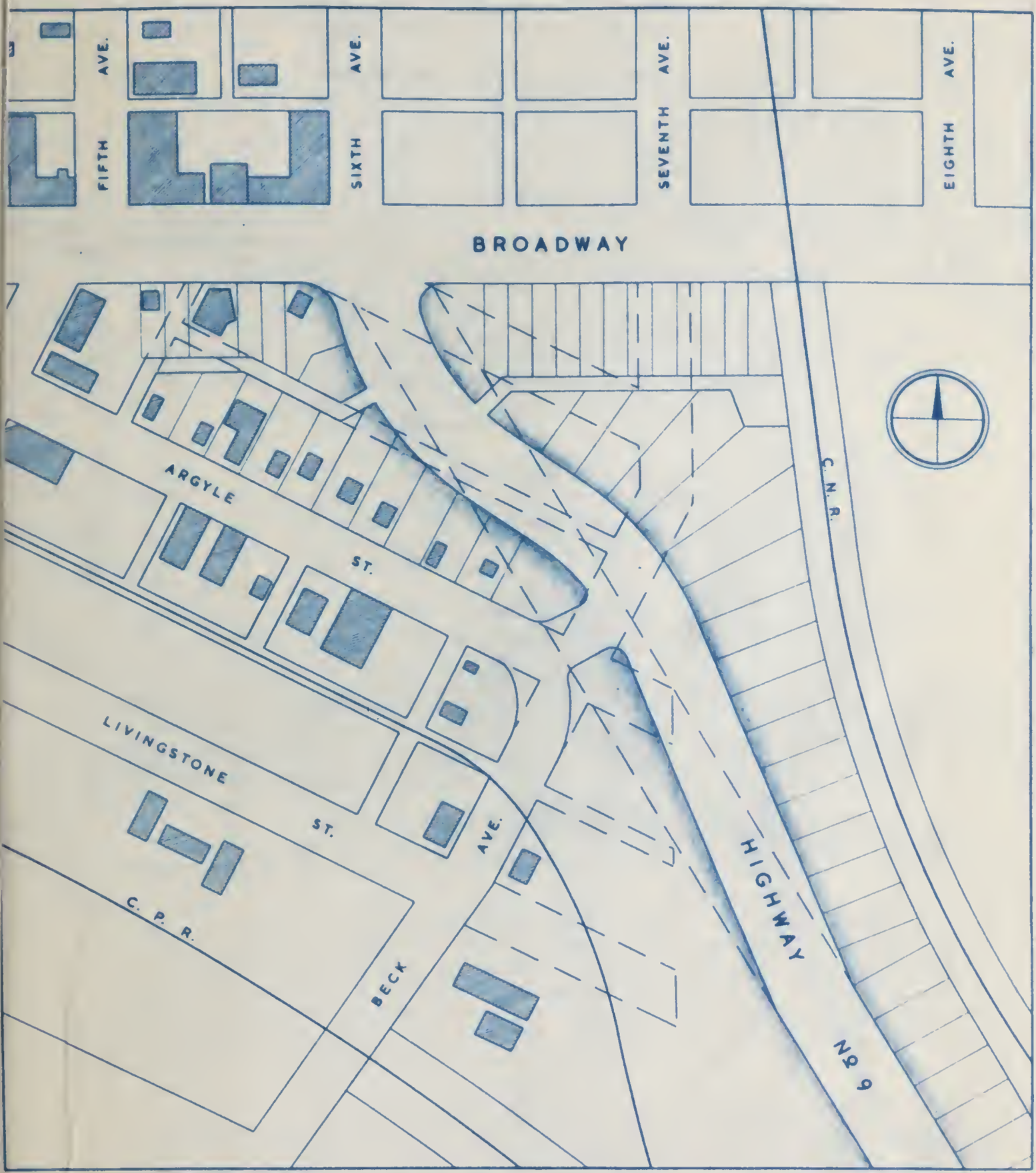
SCALE IN FEET 400 0 400 800 1200 1600 2000

LEGEND

- MAJOR STREETS OF ADEQUATE WIDTH
- MAJOR STREETS TO BE WIDENED
- NEW CONNECTIONS AND EXTENSIONS

PROPOSED MAJOR STREETS

PLATE 7



PROPOSED IMPROVEMENTS TO HIGHWAY NO. 9 SOUTH APPROACH YORKTON

LEGEND — — PRESENT STREET LINES AND HIGHWAY APPROACH

PRESENT BUILDINGS

YORKTON PLANNI

PLATE 8

elements of roadway width and paving, sidewalks, boulevards and planting.

The basic unit in determining necessary street widths is the lane width deemed necessary to accommodate a line of moving traffic on a given type of street. Generally speaking, traffic does not and should not travel at as high an average speed on a minor street as it does on a major street and it is therefore not necessary to provide as wide a lane for moving traffic on a minor street as on a major street. Morever, the major streets are more commonly used by larger vehicles such as trucks and buses which require a greater width. On most streets, parking is permitted, therefore some standard should be agreed upon for the roadway space that will accommodate parked vehicles.

The following widths for lanes for moving and parked vehicles are therefore recommended as a basis for determining the necessary pavement and street widths for new street development in Yorkton.

Major Streets:

Moving vehicle lane width	12 feet
Parked vehicle lane width	8 feet
Parked vehicle lane width (diagonal)	18 feet

Minor Streets:

Moving lane width	9 feet
Parking vehicle lane width	8 feet

By using the above lane widths, desired widths of right-of-way may be determined for various types of street. It is considered sound practice to provide an equal number of moving lanes in either direction on any street or road. This eliminates the possibility of confusion and danger in the use of the odd lane.

Streets and roads have been classified into three types within the City of Yorkton according to their functions, viz., Provincial Highways, Major Streets and Minor Streets.

1. Provincial Highways - These are the main roads connecting Yorkton with other cities and towns. They are usually built with a 24-foot roadway usually gravel surfaced with shoulders constructed on an easy slope within a right-of-way that is usually 99 feet wide. In some instances, this has been increased in the case of new roads on new rights-of-way. No. 9 Northward is an example of the latter with a right-of-way of 150 feet.

2. Major Streets - These are the streets which make up a continuous system over the city for the purpose of carrying the major traffic movements within the city. They should provide roadway space for the minimum of one 12 foot moving lane in each direction and, if parking is necessary on either or both sides for service to abutting property, then two 8 foot parking lanes should be provided, one on each side of the street. This would produce an overall roadway width of 40 feet. With a

5 foot sidewalk on each side in residential areas a 66 foot right-of-way would provide additional space of 8 feet on each side for grass and other plantings.

Additional traffic lanes in the roadway to produce two moving lanes in each direction would add 24 feet to the roadway width producing a total roadway width of 64 feet. The subdivision regulations of the province require local main roads to be at least 80 feet wide. Such a width would not comfortably accommodate a 64 foot roadway as well as adequate sidewalks and boulevard space. Even with the 5 foot sidewalk and 8 foot boulevard space on each side, such as mentioned above on the 66 foot street, it would require a right-of-way of 90 feet. An 80 foot right-of-way could be used, however, with a roadway providing space for two moving lanes of traffic in each direction if no parking was permitted on the roadway. In this case, a roadway 48 feet wide would be adequate in an 80 foot right-of-way. Under restricted space conditions such a roadway could even be placed in a 66 foot right-of-way, but the sidewalk and boulevard space would be quite limited.

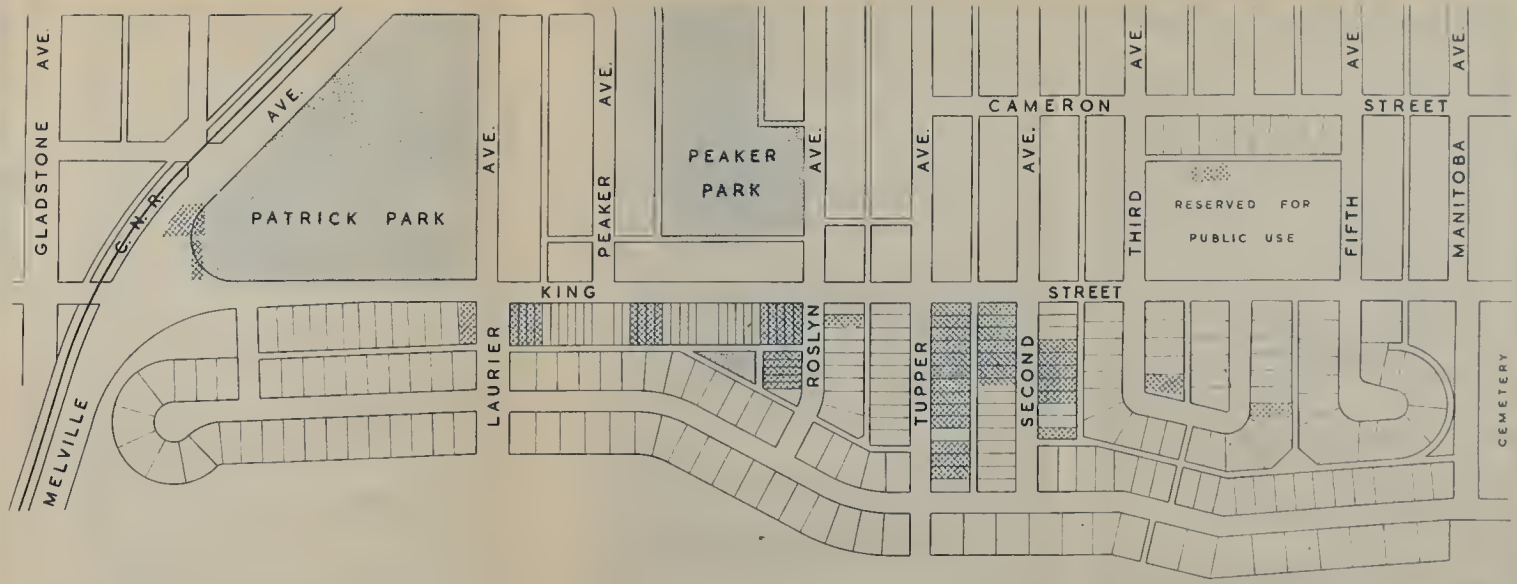
It is recommended therefore that the widening or the establishment of new rights-of-way for major streets should be based on the above standards and that circumstances in each case be considered carefully before a given required right-of-way is established.

Subdivision and Subdivision Control

Power is provided under the Community Planning Act of Saskatchewan for municipalities, towns and cities to subdivide or resubdivide land within the corporation limits. These regulations establish the procedure to be followed and the drawings required to bring about any desired change.

These regulations also establish certain standards of subdivision practice which must be met in order to obtain the amenities and conditions deemed necessary to sound subdivision development.

Under the subdivision regulations, certain areas in Yorkton have been considered for resubdivision improvement. Because development was extending southward into the area about King Street and beyond and because there were reasonable limits to which the sewer and water utility lines could be extended in this direction, it was suggested that the subdivision in the area should be studied and, if possible, a scheme of replotting be devised to improve the conditions of development in the area. Such a scheme was prepared under the direction of the Community Planning Committee and appears in Plate 9. The scheme was devised to fit the contours of the land, which the former grid plan did not, to provide a street system with easy grades and adequate fill for sewer installation, to provide better and more desirable homesites, and to leave existing privately owned property undisturbed. Since all vacant property is in the hands of the city, it simplified the problem of working around the private property.



LEGEND

- PRIVATELY OWNED PROPERTIES
- PRESENT AND PROPOSED PARK SITES

200 0 200 400 600
SCALE IN FEET

YORKTON PLANNING COMMITTEE
ERIC W THRIFT PLANNING CONSULTANT

PROPOSED RESUBDIVISION - SOUTH OF KING ST. YORKTON SASK.

PLATE 9

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PROPOSED RESUBDIVISION OF SOUTH-WEST SECTION

YORKTON SASK

LEGEND
PRIVATE PROPERTIES
MAJOR STREETS

YORKTON PLANNING COMMITTEE

PLATE 10

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The scheme as shown was approved for development by the City Council. It is one which can be developed a section at a time as need requires it, with the utilities carried only as far as necessary to meet actual property development.

The southwest section of the city which is also presently subdivided into a grid plan, has been considered for a similar replotting scheme. The study in this case has not been carried as far as that south of King Street between the C.N.R. and the cemetery. A sketch scheme has been developed, however, and is shown in Plate 10. Similar principles have been applied in this case. Here particularly an attempt has been made to carry the major streets through as continuous thorofares with the local streets looped to provide quiet traffic free, but accessible residential streets and a neighborhood relatively free from traffic hazards.

4. BUSINESS DISTRICT

BUSINESS DISTRICT

It has been recognized that retail business is of major importance to the economic life of Yorkton; therefore, the business district where most of this activity goes on is worthy of serious consideration in order that it continue to serve efficiently and satisfactorily for both customers and merchants. In making changes that may be necessary in order to overcome growing difficulties or to make necessary improvements, it is obvious that both merchants and customers should understand the purpose of such changes and see eye to eye on what is to be done for their mutual benefit.

The main retail section is confined to the section of Broadway between the C.P.R. Main Line and the C.N.R. Line at the east side, with some extension up some of the side streets, particularly Betts Avenue and First Avenue. Like many other business districts, expansion has taken place in recent years and new business buildings have been built. If new business development was confined to Broadway, it would soon extend beyond the railway line and as a result, be broken into sections with the railway lines creating a more serious hazard than presently exists because of increased pedestrian traffic across them. It would therefore seem to be more desirable to encourage development of the business district in a more compact form by extending north from Broadway along the avenues. The further advantage of such a form is that more business places are within reasonable walking distance of one another, thus making numerous business and shopping calls less arduous in inclement or extremely cold weather. The zoning for the city which is outlined in another section of this report is designed to encourage just such a development.

Another provision of the zoning regulations of the City is that new establishments creating a need for parking space, shall be responsible for providing at least a minimum of parking space commensurate with their demands. This means therefore that as new business develops and the demand for parking space increases, some action will be taken to meet in part, these parking requirements. The increase in motor traffic and in the number of motor vehicles makes it obvious, however, that some municipal action will probably be necessary in order to ensure adequate parking space in the business district, for those needs not met by the new zoning requirements. In line with this suggestion, the City Council have already set aside certain properties for use as off-street parking sites against the time when increased parking demand makes their use necessary for the healthy life of the business centre of Yorkton. Such properties when developed for parking immediately do not always get full use for some time. They form insurance for the business district, however, for the time when increased demands result from further increases in motor traffic.

As pointed out in the Chapter on Streets and Thorofares, a survey was made of curb parking practice in the Yorkton Business District and the result of the action of the Planning Commission and City Council was that one hour curb parking was instituted in November 1949. This was aimed at making the curb parking space downtown available to those who came to do business or shop and to try to increase the attractiveness of the area to these people by making parking readily available.

Yorkton provides the usual types of retail business found in most cities of its size. The fact that there is a General Hospital in the City makes it a medical centre for the area and there are therefore medical offices in the business district. There are also other professional and business offices, lawyers, real estate, dentists, accountants, and the like. The presence of such services helps to make Yorkton a centre within its district. It is suggested, however, that the attractiveness of the business district and of Yorkton as a place to do business would be enhanced by the addition of a small modern hotel with a dining room in conjunction with it. This is not intended as a criticism of the City's present facilities, but it is obvious that any progressive city today requires the best accommodation for visitors, businessmen, tourists, visiting shoppers, and the like that it can provide. The addition of such accommodation would undoubtedly enhance business in other ways. It would therefore be to the advantage of the business community of Yorkton to encourage such a development. It would be more suitable as a private development but if any action by the civic authorities would assist in its promotion, then such action should certainly be taken if it is within the powers of the City to do so.

The existence of a healthy, attractive business centre is essential to the well-being of Yorkton and any action whether private or public, which will enhance its business or physical attractiveness is worthy of serious consideration.

5. TRANSPORTATION

TRANSPORTATION

Railways

The original settlement, called the York Colony was a little north of the present site of the City of Yorkton. When the railway was laid through the district, however, it passed through what is now the City of Yorkton, and the new settlement soon moved to the side of the railway. The first rails were laid by the Canadian Pacific Railway. Later the Canadian National Railway established service through the district.

The result of this railway development is that today Yorkton and its district are served by both the C.P.R. and C.N.R. lines. Because the C.P.R. line is the route from Winnipeg to Saskatoon and Edmonton and thence to the Pacific Coast, it is generally regarded as the more important of the two. It serves by far the larger passenger traffic because of the direct connections made to the large metropolitan centres of the west.

The location of the present rail lines and railway facilities are shown on Plate 11. It is evident here that the City is divided into a number of segments by the rail lines, with the main section of the City in the area bounded by the C.N.R. Tonkin subdivision line on the east and north, the C.N.R. Yorkton subdivision line on the west and the C.P.R. Main line on the south. The southern part of the City in which more new residential development has taken place in recent years is divided into two sections by the C.N.R. Yorkton subdivision line.

Both railways maintain passenger and freight handling facilities -- the C.P.R. just south of Broadway on its main line and the C.N.R. north of Broadway on the Yorkton Subdivision. Around these two sections have clustered the industrial developments, principally the ware houses of the important wholesale trade. They form a band of such development which effectively divides the residential area north of Broadway from that south and west. The nature of the business and industries is fortunately not such as to create serious nuisances to nearby areas. There has been a tendency, however, for new residential development to go to the south and leave some areas toward York Road in the north residential section undeveloped. This may also be partly due to the new industrial development along the C.N.R. line in the north east where a new stock yard has been established and to the fact that the whole area is actually surrounded by railway lines.

The present arrangement of railway lines and the relationship that exists between them and the developed area of the city has created some problems which have caused concern in the city for some time.

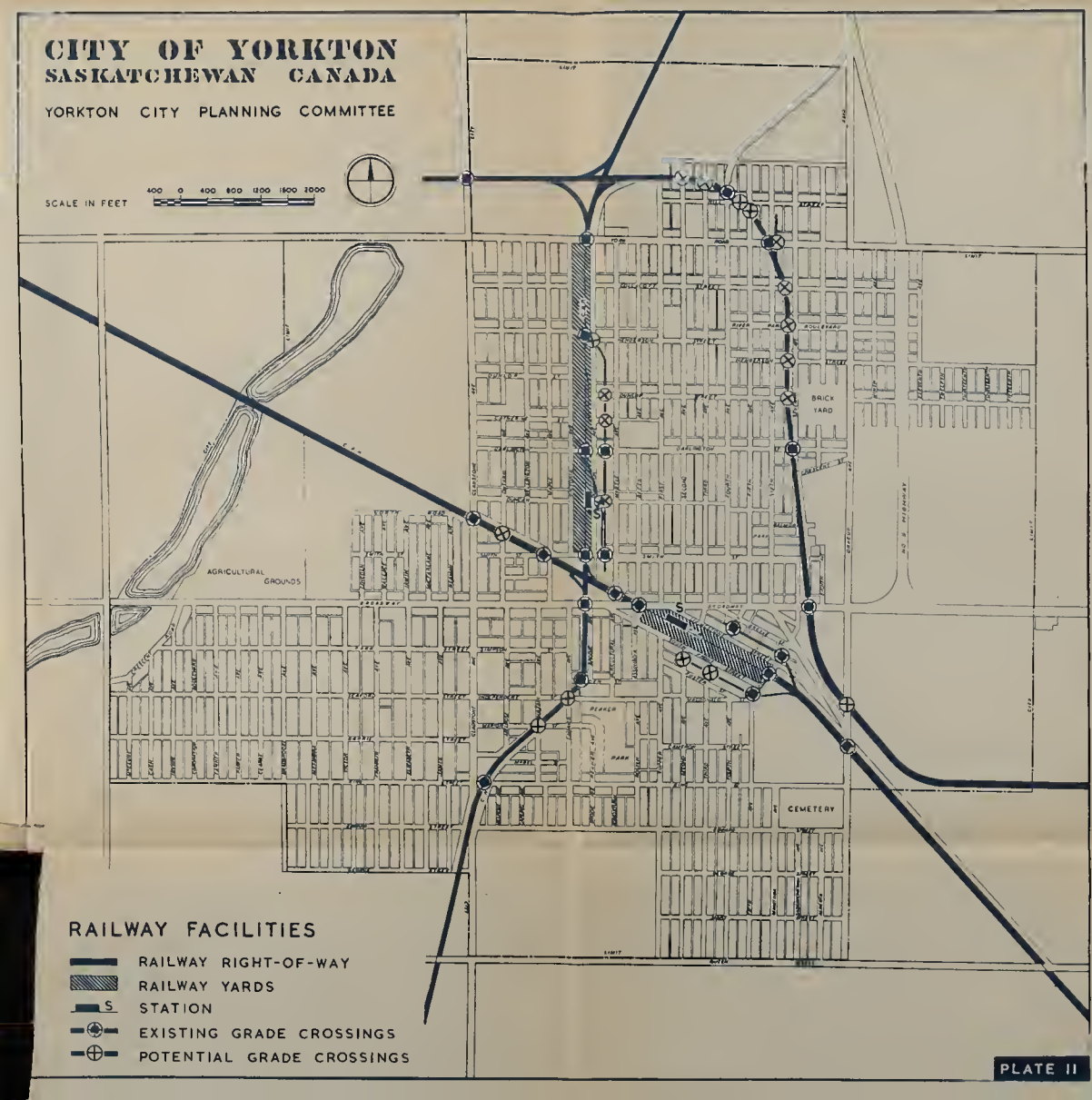

CITY OF YORKTON
SASKATCHEWAN CANADA
YORKTON CITY PLANNING COMMITTEE
SCALE IN FEET
400 0 400 800 1200 1600 2000
AGRICULTURAL GROUNDS
BRICK YARD
CEMETERY
PARK
RAILWAY FACILITIES
RAILWAY RIGHT-OF-WAY
RAILWAY YARDS
STATION
EXISTING GRADE CROSSINGS
POTENTIAL GRADE CROSSINGS
PLATE II

PLATE 12

CITY OF YORKTON
SASKATCHEWAN CANADA

YORKTON CITY PLANNING COMMITTEE

PROPOSED RAILWAY DIVERSIONS

LEGEND

- EXISTING TRACK RETAINED
- PROPOSED TRACK REMOVAL
- PROPOSED NEW TRACK
- EXISTING STATIONS
- PROPOSED UNION STATION

The acute angle crossing of Broadway and the C.P.R. Main Line at a point within the eastern end of the business section of Broadway creates a problem of conflict between train movements and traffic movement on the main business street. There are, moreover, spur lines from the main track which cause certain local shunting movements across Broadway which add to the conflict of traffic. Fortunately, no serious traffic accident record exists for the crossing.

The two C.N.R. lines which enter and pass through Yorkton create two separate breaks in the unified development of the City, following as they do different routes from the C.P.R. This further complicates the number of railway grade crossings and their potential danger.

The surrounding of the north section of the City by railway lines mentioned previously has affected development in this area.

Railway service to Yorkton is of vital importance to its business like both for the importation of wholesale goods and for its distribution system. Moreover, if further industrial development takes place involving the processing of local agricultural produce, then the railway facilities will take on further importance in this connection. The future of railway facilities appears to involve trying to provide the most efficient service for its business and industry while avoiding the creation of difficult and undesirable relationships between the railway - industrial areas and the residential areas, and conflicts between rail and local road traffic at crossings. In the process, if improvement can be made in some of the existing less desirable conditions, then real benefit should be achieved for both the railways and the City.

There have been attempts made in the past to have changes made in the arrangement of the railway lines in the Yorkton area for the purposes of consolidation, elimination of rail lines through substantially residential areas, and the reduction in the number of potentially dangerous grade crossings. The most recent was an application by the City of Yorkton to the Board of Railway Commissioners to have the C.N.R. Yorkton branch rerouted eastward to join the Tonkin branch, and travel through the east side of the city on a common right of way and to have the C.P.R. traffic routed through the same right-of-way to the north west section of the City where it would resume its present right-of-way. The present tracks when the C.P.R. and C.N.R. stations and some industries are located would remain as spur tracks. These proposals are shown on Plate 12.

The main advantages to the City in such an arrangement would

(1) be the elimination of numerous grade crossings through the south part of the City and in particular the acute angled crossing of Broadway by the C.P.R.

(2) the elimination of rail traffic through the south residential section

(3) the possibility of a union station somewhere on the east side of the city.

The case was presented on the basis of the need for elimination of dangerous grade crossings. The railways opposed the changes since

they would be involved in some of the expense of the changes, and maintained that their operating costs would be increased. As is common in many such situations they pointed out that the railways had built lines around which the City had been developed and that they had no part in creating the present problems.

Insofar as the presentation to the Board was concerned, the railways argued that the Board had no jurisdiction under the powers provided in its Act in connection with the circumstances of the case and could therefore order no changes to be made. This was the view taken by the Board and the prospect of such changes therefore appears to be rather remote unless the city carries the whole of the cost of new right-of-way, construction and capitalization of increased operating costs.

The eventual achievement of proposals such as have been outlined would undoubtedly be of great value in improving the physical condition of Yorkton and in reducing some of its problems. It is to be hoped therefore that the economic, industrial and physical development of Yorkton will make it worth while both financially and physically for the railways to participate in some such improvements as have been proposed. The possibilities therefore should not be forgotten but held in readiness to take advantage of any change in the railways' aspects of the various conditions.

Road Transport

In more recent years, the development and improvement of trunk highways has fostered the growth of interurban truck and bus lines serving ever widening sections of the country. This is as true in the Yorkton area as elsewhere.

More and more of the volume of goods that enters Yorkton for wholesale and retail trade comes by truck line. Similarly, more of it being distributed from Yorkton goes out by truck. As highways improve and are extended, this trend is likely to continue creating increased traffic of this sort on the highways and on the City's streets. Moreover, the very large transport trucks and semi-trailers being used today occupy rather large docking and parking spaces, and therefore special provision should be made for their accommodation in the City. This should be the responsibility first of the over-the-road haulers, and second, of the shippers who use that form of transportation. For the protection of road haulers who provide proper and adequate accommodation and do not use the public streets as storage and parking places, special regulations should be established to control improper use of the public streets and property as loading, docking, parking or storage space for road haulers.

The participation of the City in the provision of adequate facilities for truck or bus operations should be limited to the use of the City's powers where necessary to make possible or facilitate joint or common action to obtain common facilities for all or several of the truck operators. This may well be considerably in the City's interests as well as those of the operators.

With respect to shippers and receivers of goods, the requirements in the new zoning regulations established under the recommendations of the Planning Commission should ensure the adequate provision of loading and unloading space for new buildings.

Air Transport

During World War II, Yorkton served as the location of a Service Flying Training School and a new Air Training Station was established a short distance north of the City. Up until that time all local flying had been carried on from a small turf field leased by a private flying club from the City, immediately abutting the southern developed area. This small field continues in use for private flying and instruction, using small light aircraft.

Since the closing of the Service Flying School the hard surfaced runways have been maintained and at present Trans-Canada Airlines provides daily connecting service to other prairie centres such as Regina, Brandon, and Winnipeg, where connections can be made to the main trans-continental routes and to other airlines. This service includes air mail, air express and passengers.

In the future, when questions of schedule changes arise, there should be careful scrutiny by the City of such changes to ensure that the service to and from the City will be as convenient as possible for Yorkton businessmen and those doing business in Yorkton, and that the best possible connections are made to other flights and other air lines.

6. ZONING

ZONING

FUNCTION OF ZONING

For many years now it has been recognized almost universally on the North American continent that zoning is essential as a guide and a regulation for construction and development. Almost every province provides municipal corporations within its limits, power to establish districts and zoning regulations.

The Legislature of the Province of Saskatchewan has recognized in its 'Community Planning Act', the vital part that zoning can play in the development of the community and has made quite complete provision for the preparation and adoption of zoning regulations as part of the general plan of a community.

Zoning cannot be an isolated regulation adopted without regard to the present conditions and future plans for community development. It can only be thoroughly effective if it is developed in conjunction with and as a part of a comprehensive scheme of growth and development for the whole of a city or town. Zoning serves as one of the most effective means of bringing order into the relationships among various uses of property and of establishing a pattern of order and common sense in areas of new development. It is the expression of the desire of the people of a community to bring about that sort of order which they consider necessary and which they are prepared collectively to observe in order to gain for themselves individually, the protection and satisfaction which zoning can provide.

Modern comprehensive zoning deals with several aspects of the physical development of the community, namely, the use of land and buildings, the spaces about buildings, the height of buildings and the density of population in residential development. These are the aspects which are characteristic of thorough zoning. It is comprehensive both in the fact that it covers the whole of the area of a municipality, and that it provides for all of the controls mentioned above. It is based upon a plan for civic development which covers all the other phases of the community's improvement and growth and it gives equal importance to the several kinds of land use thus becoming a guide rather than a set of prohibitions.

PRESENT CONDITIONS RELATED TO ZONING

Zoning must obviously recognize existing conditions to such an extent as it is sound and feasible to do so otherwise regulations would in all probability appear to fly in the face of facts and reason. It is therefore common practice to record the present conditions with respect to

those matters which zoning is established to control. The following is a brief description of the situation which was revealed by such records.

Land Use

The land uses existing at the time the zoning studies were being carried on are shown in Plate 13. This map reveals clearly the distribution of the principal uses - residences, commerce, i.e., retail stores and business, and industries, as well as the auxiliary uses such as railway facilities, public buildings and utilities, schools, parks, playgrounds and the like.

As may be expected the industrial, wholesale and warehousing uses tend to collect adjacent to the railway lines in order to get trackage or to be as close to rail facilities as possible.

The main concentration of commercial use is on or near Broadway with some small stores scattered farther out.

Dwellings occupy a large part of the area immediately north of the business district thinning out noticeably as the streets approach York Road. There appears to have been relatively less development in this area in recent years than in the residential areas south of Broadway extending westward.

There is no large proportion of multiple dwellings in the City, apartments in some cases being provided in the upper floors of buildings occupied by retail stores and offices.

The areas which reveal a mixture of the different types of use are often considered to be the poorer sections of any city from the standpoint of dwellings and of appearance. Such localities with business and industry appearing here and there are not usually considered as the most desirable places to live because of heavier traffic, the poor appearance of some industrial operations and other such characteristics. At the same time dwellings in an industrial district can create a most undesirable situation by interfering with industrial development, and occupying sites better used as industrial properties. Fortunately, Yorkton has no large areas in which such a situation exists but adequate zoning is necessary if conditions of that sort are to be prevented.

As well as considering the location and distribution of the various uses as shown on the map, a summary was made showing the amount of land used for each function and its relationship to the whole of the area which has been developed. This information appears in Table 13.

It is obvious from both the map and the table that of the whole area of the city, there is a comparatively small proportion which has actually been developed for urban use. This is not, however, an unfortunate circumstance. By having a good deal of land within its limits which may be developed for urban purposes as time moves on, the city is able to protect itself and its residents through its control over areas of

potential development. The figures reveal that about 28.35% of the whole of the city's area is developed for urban purposes. As the table points out, however, there is, in addition, almost 7% of the city area occupied by water and the flying field. On top of that, there is an additional 173.7 acres reserved for park purposes, but as yet undeveloped, or almost another 6% of the city's area. Commerce occupies about 1.6% and Industry 3.68% of the developed area.

There is a comparatively high proportion of the developed land which is occupied by streets and lanes, viz., 33.19%. This indicates a relatively costly type of development when practically one third of the built-up area is used up in streets and lanes. Any amount over 25% may be considered unnecessarily excessive. It is with this problem in mind that the resubdivision proposals discussed elsewhere were developed so that the cost of constructing roads and utilities may be reduced in respect of the amount of land served.

The relatively good position of the city with respect to park and playground space is revealed from the fact that 16.61% of the developed area is available for these uses. This compares favorably with most cities in this continent.

The railways occupy 14.99% of the developed area which is comparable in proportion with cities of major industrial importance. The main difficulty in Yorkton is that this railway land is distributed along rights-of-way in almost every section of the city. Because it attracts industry, this land tends to emphasize the amount of conflict between industrial and residential uses by extending the line of contact between the two.

Within the developed portion of the city area, 23.45% is used for residences, almost all of which is for single family dwellings. The relative density of population may also be obtained from the figures in Table 13. There is a total of 193.51 acres occupied by dwellings which does not include the streets and lanes which serve them. As mentioned before 33.19% of the whole of the developed area in the city is devoted to streets and lanes. It may therefore be safely assumed that the private property occupied by dwellings constitutes about two-thirds of the land devoted to residences when streets and lanes are included. This means that the total of such area would be $\frac{193.51 \times 3}{2}$ or 290.26 acres. The densities then are as follows, using the 1949 population figure of 6000:

Persons per net acre occupied by dwellings $\frac{6000}{193.51} = 31.0$

Persons per gross acre occupied by dwellings $\frac{6000}{290.26} = 20.65$

Persons per gross acre of developed city land $\frac{6000}{825.5} = 7.27$

The number of persons per family at the 1946 census was 4.1. Assuming that this continued to stand in 1949, then there was a density of some 14.6 families per gross area of residential area. This is a reasonable and sound standard which it may be well for the city to continue to maintain on the average throughout the city.

CITY OF YORKTON
SASKATCHEWAN CANADA

YORKTON CITY PLANNING COMMITTEE

DONALD P LOGAN CHAIRMAN T F TILLER SECRETARY
I B SVEINBJORNSON PLANNING ASSISTANT
ERIC W THRIFT CONSULTANT WINNIPEG MAN

SCALE IN FEET 400 0 400 800 1200 1600 2000

LEGEND

- SINGLE FAMILY DWELLINGS
- TWO FAMILY DWELLINGS
- MULTIPLE FAMILY DWELLINGS
- SCHOOLS
- PUBLIC AND SEMI-PUBLIC
- COMMERCIAL
- INDUSTRIAL
- RAILWAYS
- PARKS

LAND USE · 1950

PLATE 13

TABLE 13

LAND USE - YORKTON 1950

USE	AREA (Square ft.)	AREA Acres	Percent of Developed area	Percent of Total City Area
PRIVATELY DEVELOPED AREA				
Dwellings - Single	8,294,455	140.41	23.08	
Double	36,000	.83	.10	
Multiple	99,000	2.27	.27	
Total	8,429,455	193.51	23.45	
Commercial	574,400	13.19	1.60	
Industrial	1,322,300	30.35	3.68	
Total P.D.A.	10,326,155	237.05	28.73	
STREETS AND LANES	11,939,750	274.09	33.19	
PARKS AND PLAYGROUNDS		137.1	16.61	
SCHOOLS	833,100	19.13	2.32	
PUBLIC & SEMI-PUBLIC	927,200	22.48	2.72	
CEMETERY		11.9	1.44	
RAILWAYS	5,390,565	123.75	14.99	
DEVELOPED AREA TOTAL		825.50	100.00	28.35
FLYING FIELD		116.00		3.98
WATER		85.80±		2.95
VACANT		1882.70*		64.72
TOTAL CITY AREA		2910.00±		100.00

* Includes 173.7 acres reserved for Park & Recreation purposes of which 160 acres is in the Hopkins Lake area

While commerce which is largely retail business occupies only 1.6% of the developed area, this is still equivalent to about .22 acre per 100 of city population. This is comparatively high and reflects the importance of the city as a shopping entre for a large rural area which contributes in business to the support of this relative amount of land devoted to retail business.

Industry occupies 3.68% of the developed area and provides about .506 acre of land per 100 of city population. Such a figure will vary considerably from city to city since it is related to the extent of industrialization in the community and to the nature of the industries established and their requirements in terms of land area.

Lot Widths

There appears to have been a common practice in the past in Yorkton to build dwellings on properties of fifty feet or more in width regardless of the manner in which the property was originally subdivided. Some of the original subdivision reveals twenty-five foot lots. This circumstance of development is particularly fortunate in that such properties usually provide adequate space between houses so that side yards are not crowded and the light and air cut off from the sides of houses as is so often the case on lots which are narrow.

Front Yards

The former requirements of the City's regulations were that dwellings must provide a front yard of at least twenty five feet in depth from the front property line. This regulation has been observed and because it is sound and reasonable when related to the types of lots provided in Yorkton, it is maintained in the new zoning regulations.

The purpose of the front yard requirement is not primarily to establish a line upon which the street side of all houses must be built but to prescribe a minimum for such set-back. It is obviously desirable from the standpoint of the appearance of any street that the houses vary a little in set-back and it is to be hoped that the minimum is not used as a maximum in all cases as well. Such a practice creates a most unpleasant monotony.

Building Heights

There has been no tendency evident toward the construction of higher buildings to increase the density of the use of property and to cut off light and air from lower buildings. It is to be hoped that such a practice will continue and it is the intent of the zoning to provide a guide toward that end by putting a legal limit upon unnecessarily high buildings.

Lot Areas Per Family

Because of the lot size of 50 feet in width by 120 feet or more in depth which has apparently been accepted as a standard in Yorkton,

the city's standards of density are quite good. A lot 50 feet wide and 120 feet deep produces an area of 6000 square feet. This area has therefore been established in the new zoning by-law as the minimum lot area required for a single family dwelling to ensure that the standards which have been established and maintained will continue to govern development.

As may be expected, the lot area per family drops considerably below this where multiple dwelling units occur. This is noticeably the case where apartments occupy space above stores or other uses and where no open yard space is provided around the building. This creates circumstances which are not conducive to good living conditions particularly when there are children in the family.

In order to ensure adequate space for all types of dwellings, a minimum lot area for each type of dwelling unit has been included in the new zoning.

Wind Rose

The wind rose shown in Plate 14 was prepared to show the relative amount of wind from the various points of the compass as recorded at the Yorkton airport. The figures used were the average of a five-year period.

The value of such information applies to the location of industry and other activities which may create a nuisance through smoke dust, odor or noise and the establishment of zones where industry of such nature may reasonably be established.

The records show that the wind came from the northwest, the west, the south and the southeast on the average of 58 days per year. This indicates no heavily prevailing winds in the Yorkton area. The minimum however, comes from the northeast and east with averages respectively of 18 and 22 days per year. Since the wind is least likely to blow from this quarter, it would appear logical to locate any uses which may be considered to be a potential nuisance in the north east section of the city.

Proposed Zoning

Basic Principles

As stated in Saskatchewan's Community Planning Act, municipalities are provided the power to establish zoning "for the purpose of providing for the amenity of any area within its (the Council's) jurisdiction and for the health, safety and general welfare of the inhabitants thereof." This explains quite briefly the purpose of zoning. More specifically, good zoning should provide for amenable residential development, for adequate but not excessive commercial development and for industrial areas sufficient to meet the developing industrial needs of the community which in turn provide business and employment opportunities for its citizens.

ANNUAL AVERAGE

23 DAYS CALM

WIND ROSE • YORKTON SASK.

YORKTON CITY PLANNING COMMITTEE

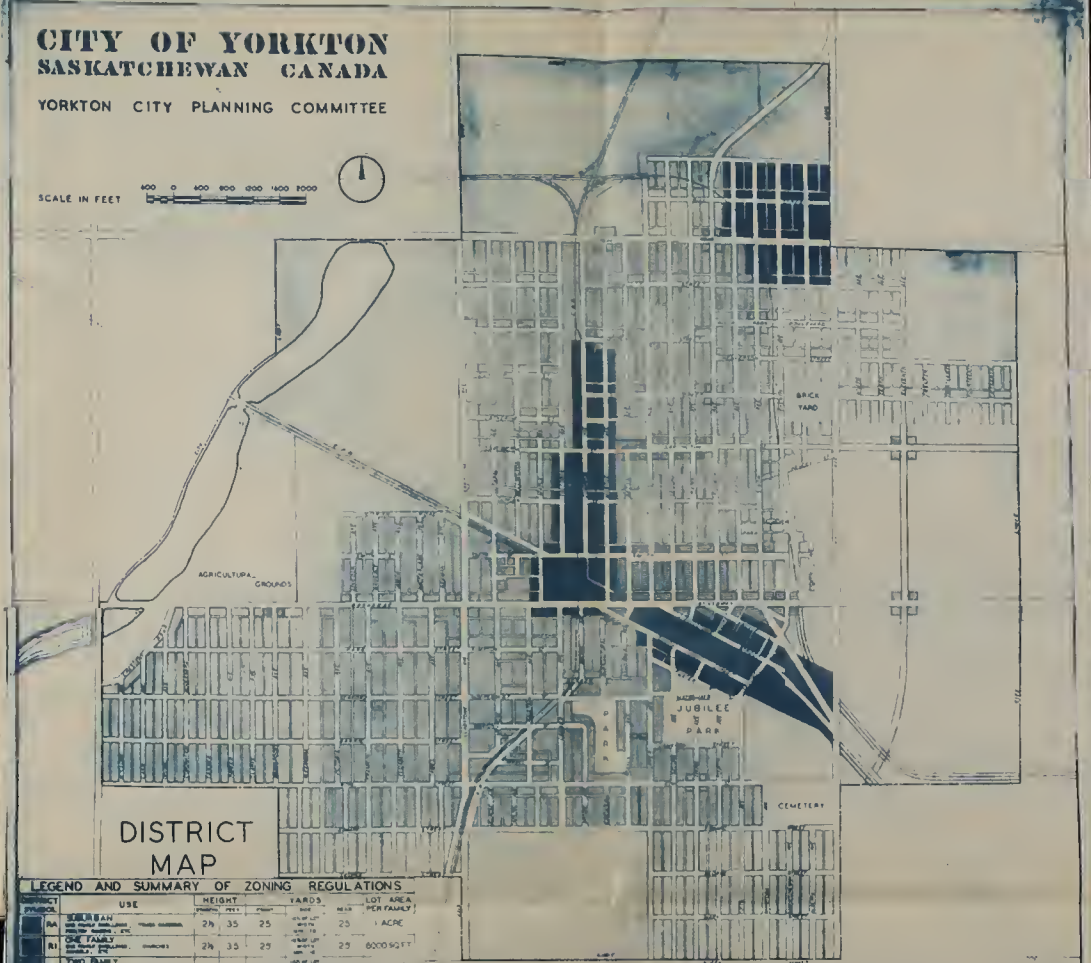
INFORMATION SUPPLIED BY AIR SERVICES METEOROLIGICAL DIV. DEP'T OF TRANSPORT

PLATE 14

CITY OF YORKTON
SASKATCHEWAN CANADA

YORKTON CITY PLANNING COMMITTEE

SCALE IN FEET 400 0 400 800 1200 1600 2000



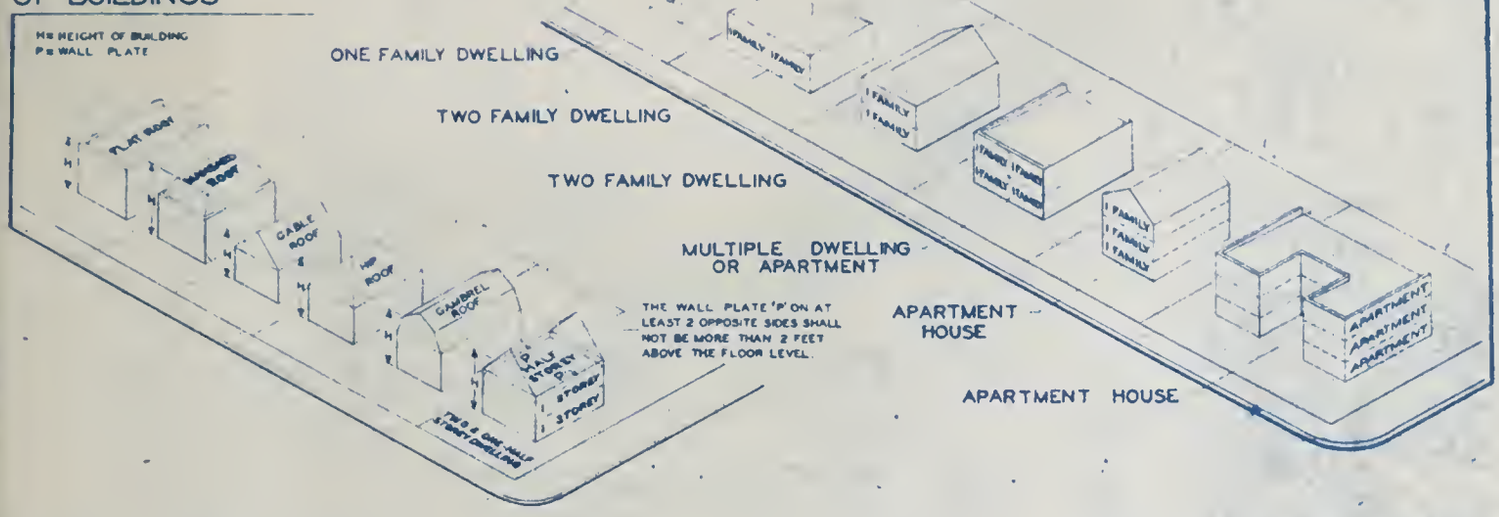
DISTRICT MAP

LEGEND AND SUMMARY OF ZONING REGULATIONS

DISTRICT SYMBOL	USE	HEIGHT STORIES	HEIGHT FEET	YARDS FRONT	YARDS SIDE	YARDS REAR	LOT AREA PER FAMILY
RA	SUBURBAN	2½	35	25		25	1 ACRE
R1	ONE FAMILY	2½	35	25		25	6000 SQ FT
R2	TWO FAMILY	2½	35	25		25	3000 SQ FT
R3	MULTIPLE FAMILY	3	45	25		25	800 SQ FT
C1	LIMITED COMMERCIAL	2½	35	25		25	3000 SQ FT
C2	GENERAL COMMERCIAL	4	55				800 SQ FT
M1	LIGHT INDUSTRIAL	4	55				800 SQ FT
M2	HEAVY INDUSTRIAL		55				

PLATE 15

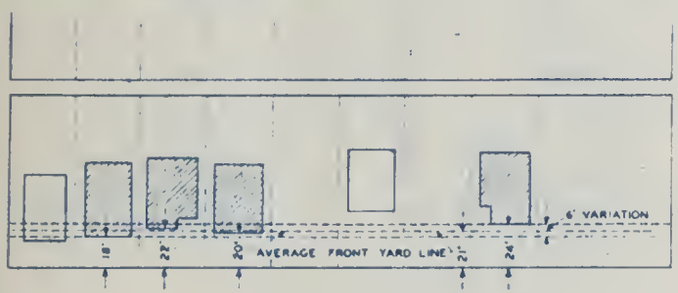
APPLICATION OF HEIGHT REGULATIONS TO DIFFERENT TYPES OF BUILDINGS



TYPES OF RESIDENTIAL BUILDINGS

FRONT YARD LINES FOR BUILT-UP PROPERTY

WHERE LOTS COMPRISING 40% OR MORE OF THE FRONTAGE ARE DEVELOPED WITH BUILDINGS HAVING AN AVERAGE FRONT YARD WITH A VARIATION OF NOT MORE THAN 6 FEET ALL NEW BUILDINGS MUST THEREAFTER CONFORM TO THE AVERAGE FRONT YARD LINE SO ESTABLISHED PROVIDED THAT NO FRONT YARD OF MORE THAN 50 FEET BE REQUIRED

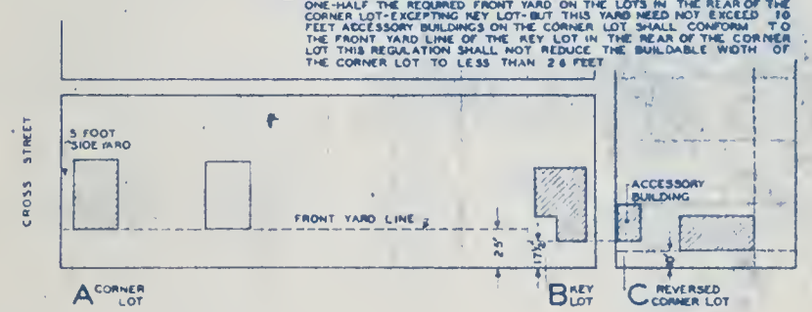


FRONT AND SIDE YARDS ON CORNER AND KEY LOTS

A THE SIDE YARD REGULATION SHALL APPLY TO THE STREET SIDE OF A CORNER LOT EXCEPT IN THE CASE OF REVERSE FRONTAGE.

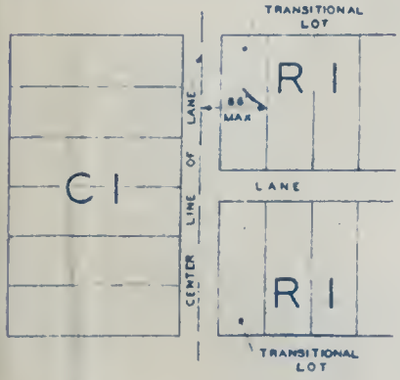
B THE FRONT YARD OF A KEY LOT SHALL BE THE AVERAGE OF THE FRONT YARDS REQUIRED ON THE ADJACENT INTERIOR LOTS & THE REQUIRED SIDE YARD ON THE CORNER LOT

C WHERE A CORNER LOT FACES AN INTERSECTING STREET THERE SHALL BE A SIDE YARD ON THE STREET SIDE OF THE CORNER LOT NOT LESS THAN ONE-HALF THE REQUIRED FRONT YARD ON THE LOTS IN THE REAR OF THE CORNER LOT-EXCEPTING KEY LOT- BUT THIS YARD NEED NOT EXCEED 10 FEET ACCESSORY BUILDINGS ON THE CORNER LOT SHALL CONFORM TO THE FRONT YARD LINE OF THE KEY LOT IN THE REAR OF THE CORNER LOT THIS REGULATION SHALL NOT REDUCE THE BUILDABLE WIDTH OF THE CORNER LOT TO LESS THAN 26 FEET

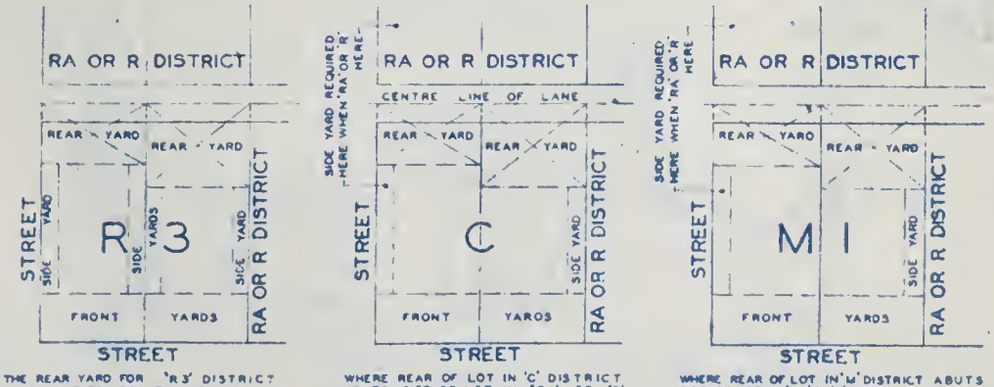


TRANSITIONAL LOT

NO TRANSITIONAL USE SHALL EXTEND MORE THAN 66 FEET FROM THE BOUNDARY OF THE LESS RESTRICTED DISTRICT WHICH IT ADJOINS



REAR YARDS FOR R3 C AND M DISTRICTS


RA OR R DISTRICT
REAR YARD
REAR YARD
STREET
SIDE YARD
SIDE YARDS
SIDE YARD
RA OR R DISTRICT
R 3
FRONT YARDS
STREET
THE REAR YARD FOR 'R3' DISTRICT SHALL NOT BE LESS THAN 25% OF THE DEPTH OF THE LOT, BUT SUCH REAR YARD NEED NOT EXCEED 25 FEET FOR INTERIOR LOTS NOR 15 FEET FOR CORNER LOTS.
RA OR R DISTRICT
SIDE YARD REQUIRED WHERE WHEN 'RA' OR 'R' HERE—
CENTRE LINE OF LANE
REAR YARD
REAR YARD
STREET
SIDE YARD
SIDE YARDS
SIDE YARD
RA OR R DISTRICT
C
FRONT YARDS
STREET
WHERE REAR OF LOT IN 'C' DISTRICT ABUTS SIDE OF LOT IN 'RA' OR 'R' DISTRICT, THERE SHALL BE A SIDE YARD ON LOT IN C DISTRICT EQUAL TO 50% OF FRONT YARD IN 'RA' OR 'R' DISTRICT BUT NOT OVER 10 FEET. 'C1' DISTRICT REAR YARDS — 25% DEPTH OF LOT, MAXIMUM 25 FEET. 'C2' DISTRICT REAR YARDS — 25% DEPTH OF LOT, MAXIMUM 25 FEET ON INTERIOR LOTS, 15 FEET ON CORNER LOTS.
RA OR R DISTRICT
SIDE YARD REQUIRED WHERE WHEN 'RA' OR 'R' HERE—
REAR YARD
REAR YARD
STREET
SIDE YARD
SIDE YARDS
SIDE YARD
RA OR R DISTRICT
M 1
FRONT YARDS
STREET
WHERE REAR OF LOT IN 'M' DISTRICT ABUTS SIDE OF LOT IN 'RA' OR 'R' DISTRICT, THERE SHALL BE A SIDE YARD ON LOT IN 'M' DISTRICT EQUAL TO 50% OF FRONT YARD IN 'RA' OR 'R' DISTRICT BUT NOT OVER 10 FEET WHEN 'M' DISTRICT BACKS ON 'RA' OR 'R' DISTRICT, REAR YARD REQUIRED OF 25% DEPTH OF LOT, — MAXIMUM 25 FEET ON INTERIOR LOTS, AND 15 FEET ON CORNER LOTS. OTHERWISE NONE REQUIRED.

PPLICATION OF ZONING REGULATIONS
ITY OF YORKTON SASKATCHEWAN CANADA

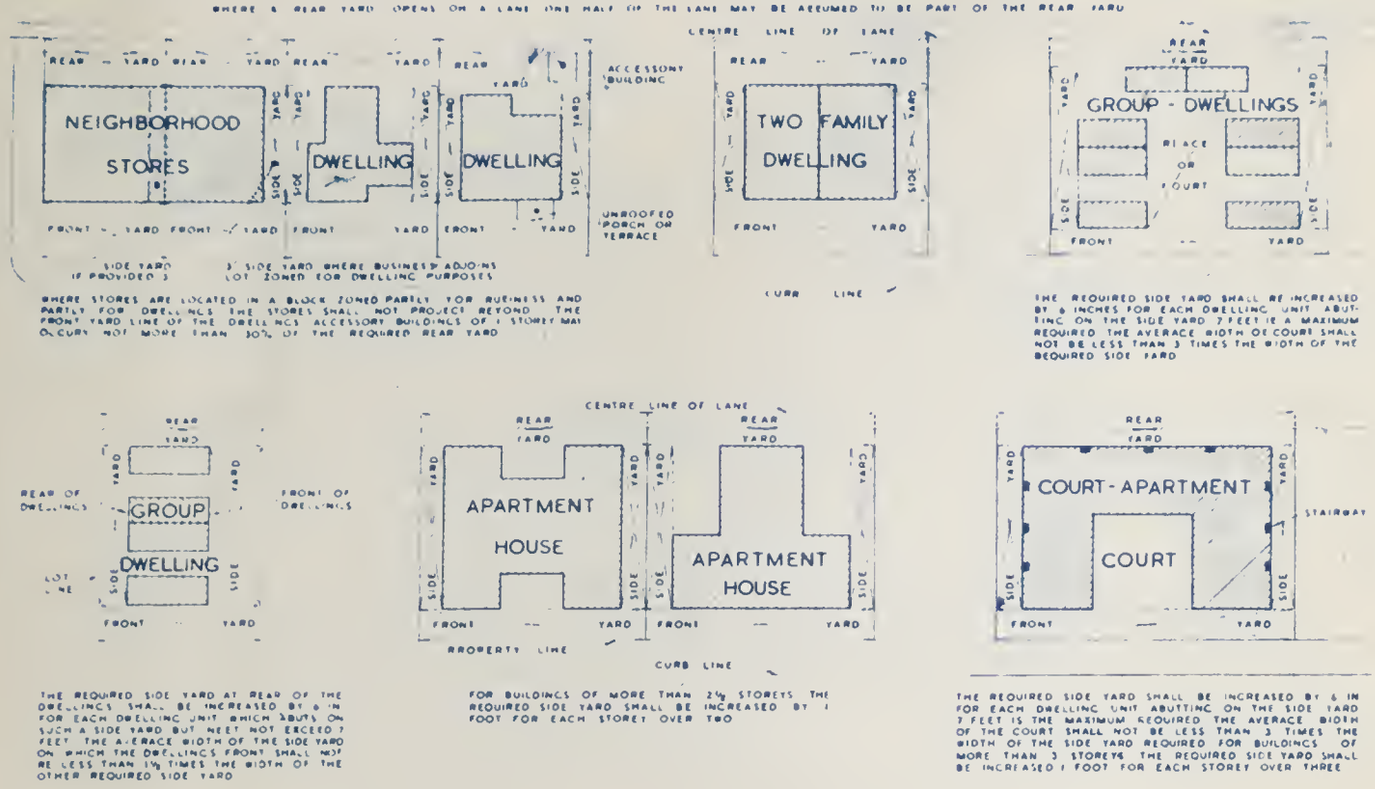
ORKTON CITY PLANNING COMMITTEE

NALD P. LOGAN
IAIRMAN

ERIC W. THRIFT
PLANNING CONSULTANT WINNIPEG

C. G LANGRILL . . . . MAYOR
H. M. JACKSON . . CITY CLERK
H. M. BAILEY . . CITY ENGINEER

APPLICATION OF AREA REGULATIONS TO DIFFERENT TYPES OF BUILDINGS


WHERE A REAR YARD OPENS ON A LANE ONE HALF OF THE LANE MAY BE ASSUMED TO BE PART OF THE REAR YARD
NEIGHBORHOOD STORES
DWELLING
DWELLING
ACCESSORY BUILDING
UNROOFED PORCH OR TERRACE
SIDE YARD IF PROVIDED
SIDE YARD WHERE BUSINESS ADJOINS LOT ZONED FOR DWELLING PURPOSES
WHERE STORES ARE LOCATED IN A BLOCK ZONED PARTLY FOR BUSINESS AND PARTLY FOR DWELLINGS THE STORES SHALL NOT PROJECT BEYOND THE FRONT YARD LINE OF THE DWELLINGS ACCESSORY BUILDINGS OF 1 STOREY MAY OCCUPY NOT MORE THAN 30% OF THE REQUIRED REAR YARD
CENTRE LINE OF LANE
TWO FAMILY DWELLING
CURB LINE
GROUP - DWELLINGS
PLACE OR COURT
THE REQUIRED SIDE YARD SHALL BE INCREASED BY 6 INCHES FOR EACH DWELLING UNIT ABUTTING ON THE SIDE YARD 7 FEET IS A MAXIMUM REQUIRED THE AVERAGE WIDTH OF COURT SHALL NOT BE LESS THAN 3 TIMES THE WIDTH OF THE REQUIRED SIDE YARD
GROUP DWELLING
REAR OF DWELLINGS
FRONT OF DWELLINGS
LOT LINE
THE REQUIRED SIDE YARD AT REAR OF THE DWELLINGS SHALL BE INCREASED BY 6 IN FOR EACH DWELLING UNIT WHICH ABUTS ON SUCH A SIDE YARD BUT NEED NOT EXCEED 7 FEET THE AVERAGE WIDTH OF THE SIDE YARD ON WHICH THE DWELLINGS FRONT SHALL NOT BE LESS THAN 1½ TIMES THE WIDTH OF THE OTHER REQUIRED SIDE YARD
CENTRE LINE OF LANE
APARTMENT HOUSE
APARTMENT HOUSE
PROPERTY LINE
CURB LINE
FOR BUILDINGS OF MORE THAN 2½ STOREYS THE REQUIRED SIDE YARD SHALL BE INCREASED BY 1 FOOT FOR EACH STOREY OVER TWO
COURT - APARTMENT COURT
STAIRWAY
THE REQUIRED SIDE YARD SHALL BE INCREASED BY 6 IN FOR EACH DWELLING UNIT ABUTTING ON THE SIDE YARD 7 FEET IS THE MAXIMUM REQUIRED THE AVERAGE WIDTH OF THE COURT SHALL NOT BE LESS THAN 3 TIMES THE WIDTH OF THE SIDE YARD REQUIRED FOR BUILDINGS OF MORE THAN 3 STOREYS THE REQUIRED SIDE YARD SHALL BE INCREASED 1 FOOT FOR EACH STOREY OVER THREE

APPLICATION OF YARD REGULATIONS TO CORNER LOTS IN C1 DISTRICTS

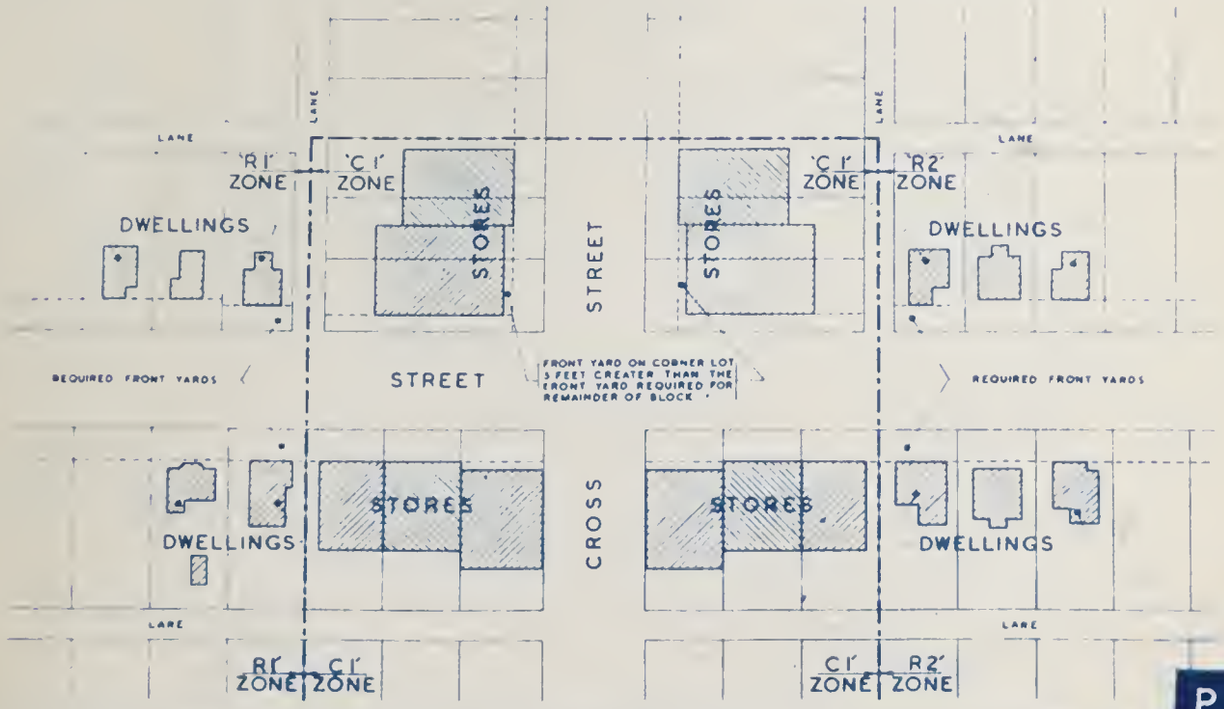


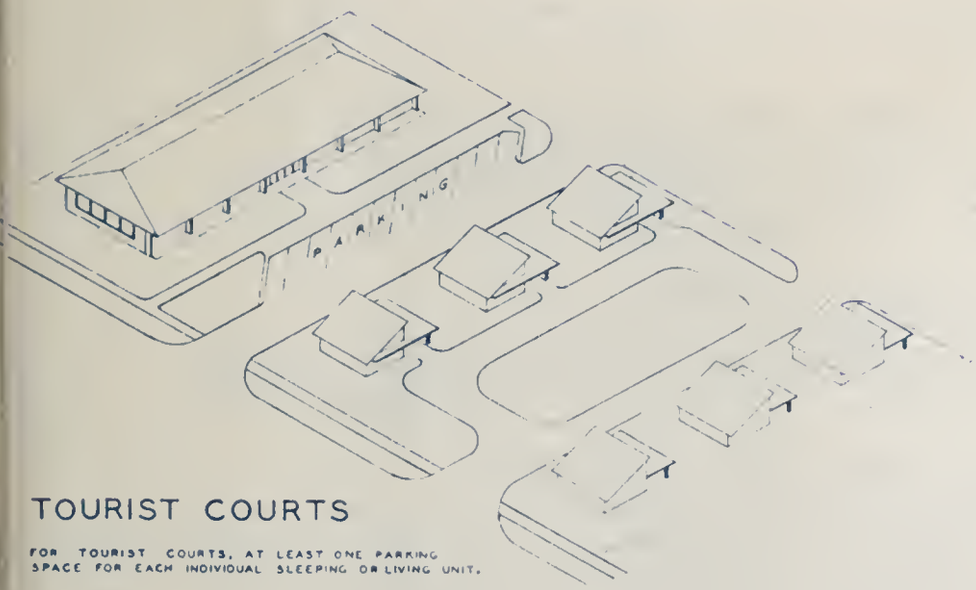
PLATE 17

APPLICATION OF ZONING REGULATIONS 2
CITY OF YORKTON SASKATCHEWAN CANADA

YORKTON CITY PLANNING COMMITTEE
DONALD P LOGAN, CHAIRMAN
ERIC W THRIFT, PLANNING CONSULTANT • WINNIPEG

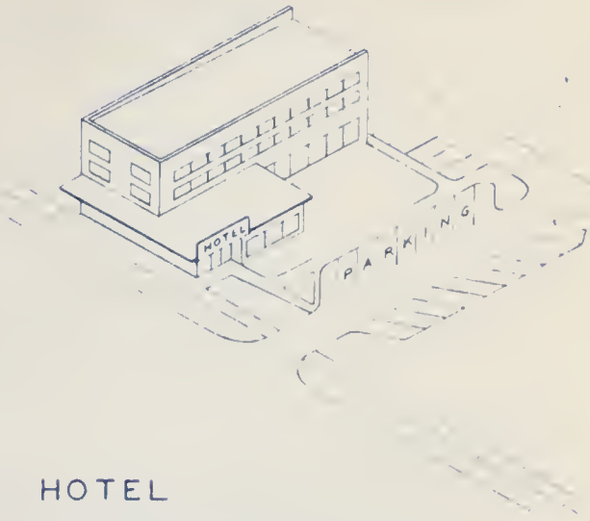
C G LANGRILL . . . MAYOR
H M JACKSON . . CITY CLERK
H M BAILEY . . CITY ENGINEER

OFF-STREET PARKING AND LOADING SPACES



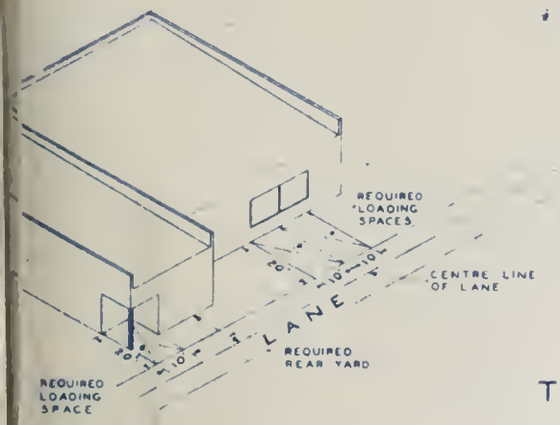
TOURIST COURTS

FOR TOURIST COURTS, AT LEAST ONE PARKING SPACE FOR EACH INDIVIDUAL SLEEPING OR LIVING UNIT.



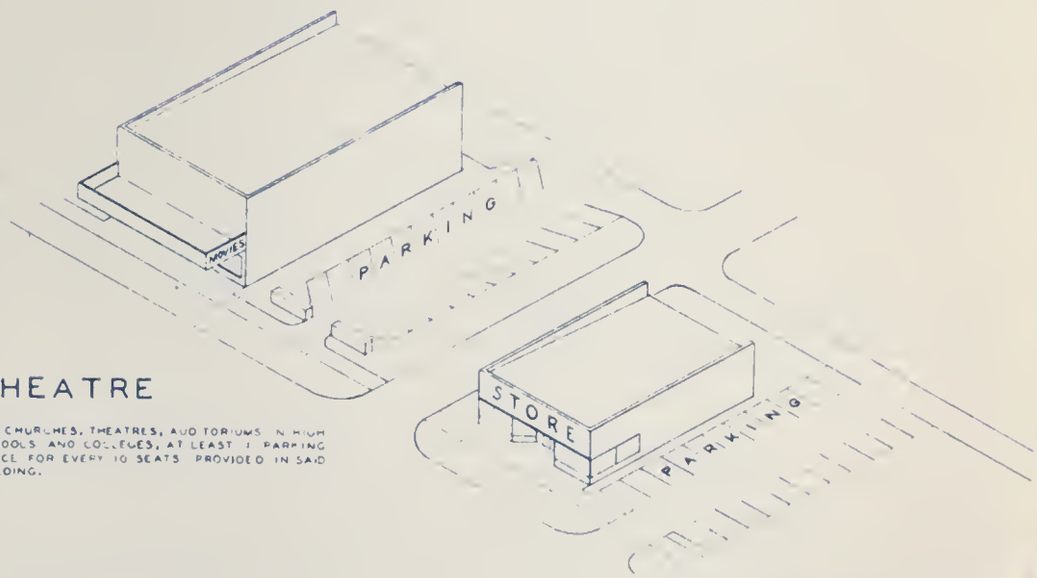
HOTEL

FOR HOTELS, AT LEAST ONE PARKING SPACE FOR EACH OF THE FIRST 20 INDIVIDUAL GUEST ROOMS, 1 ADDITIONAL PARKING SPACE FOR EVERY 4 GUEST ROOMS IN EXCESS OF 20, BUT NOT EXCEEDING 40, AND 1 ADDITIONAL PARKING SPACE FOR EVERY 6 GUEST ROOMS IN EXCESS OF 40 GUEST ROOMS.



LOADING SPACES

FOR HOSPITS, INSTITIONS, HOTELS, COMMERCIAL OR INDUSTRIAL BUILDINGS 1 LOADING SPACE FOR EACH 2000 SQ FT OF LOT AREA NOT OVER 2 REQUIRED UNLESS BUILDING FLOOR AREA IS OVER 80000 SQ FT, THEN 1 SPACE FOR EACH 40000 SQ FT



THEATRE

FOR CHURCHES, THEATRES, AUDITORIUMS N HIGH SCHOOLS AND COLLEGES, AT LEAST 1 PARKING SPACE FOR EVERY 10 SEATS PROVIDED IN SAID BUILDING.

COMMERCIAL BUILDINGS

FOR BUSINESS OR COMMERCIAL BUILDINGS HAVING A FLOOR AREA OF MORE THAN 3000 SQ FT USED FOR COMMERCIAL PURPOSES, AT LEAST 1 PARKING SPACE FOR EVERY 500 SQ FT OVER 3000 SQ FT

PLATE 18

APPLICATION OF ZONING REGULATIONS
CITY OF YORKTON SASKATCHEWAN CANADA 3

YORKTON CITY PLANNING COMMITTEE

DONALD P. LOGAN
CHAIRMAN

ERIC W. THRIFT
PLANNING CONSULTANT WINNIPEG

C. G. LANGRILL . . . MAYOR
H. M. JACKSON . . CITY CLERK
H. M. BAILEY . . CITY ENGINEER

In the development of zoning for any community, due consideration should be given to proposed and potential developments such as should be outlined in a comprehensive plan for future development. This would include thorofares, transportation, school and recreation facilities, utilities and the like.

Moreover, to be completely effective, zoning should provide for the following:

1. The use of land and of buildings
2. The height of buildings
3. The open spaces around buildings
4. The density of population.

In the establishment of zoning districts, great care must be taken in properly relating one district to another to prevent the conflicts which so easily develop and to protect each type of development from encroachment by others.

Sound modern zoning bases its approach to the development of the community on protection and guidance rather than the old principle of restriction. In this connection, all types of necessary development require a measure of protection and zoning therefore becomes a device for the conservation and protection of both urban and rural land insofar as its usefulness and worth to the community are concerned. It should become a positive, permissive instrument rather than a restrictive, prohibitive one.

7. SCHOOLS - PARKS - RECREATION

SCHOOLS, PARKS, RECREATION

Schools

One of the most important of public services for which local administration is responsible is that of education. Not only is it important in properly educating the children for life in a democracy, but it is important to local public administration because it commonly uses a large proportion of the revenue raised by local taxation.

Education is by its very nature a service to the individual or to his family as persons. Throughout Canada, however, education is quite largely paid for from tax income received through the taxation of real property. It would appear that some consideration should be given at all levels of government to the question of a more equitable base for the revenue for educational purposes than that of real property. This is only part of the whole problem of the equitable distribution of responsibility and of tax resources among the three levels of government in Canada, but it is a vitally important part, and it may be that the major problem may only be resolved in the long run by attacks on the several phases of it.

It may be reasonable therefore to suggest that the assignment of responsibility for educational standards, for facilities, for staff qualifications, and for the resources to provide them should be made at the same level of government. In order that all Canadians have equal opportunities in education, it would appear that the Federal level is the most reasonable one to achieve this end.

Because of considerable variation in the local characteristics of climate and in some measure, of the people, in various parts of Canada, it may, however, be desirable to expect local sources to provide a percentage of the resources necessary to provide adequate housing for the educational function. This would also make it possible for the local development work to be placed in local hands since part of the financial responsibility would lie there.

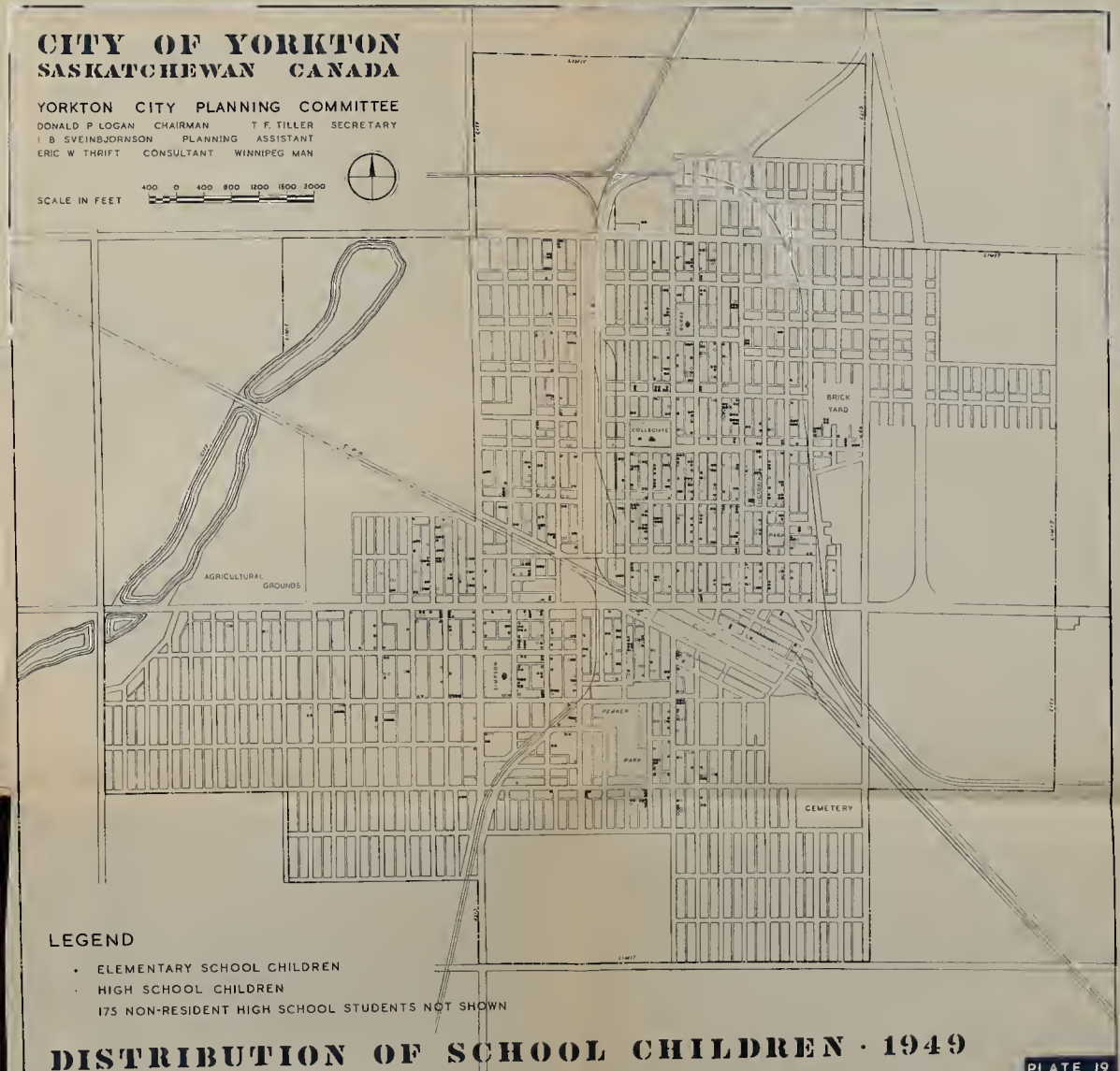
The educational facilities in any community serve most effectively when their location and development are carefully related to the physical developments of other kinds. First and most obvious is the need to relate the facilities to the residential areas in which the children live. This further implies that their schools should be well removed from major traffic routes and railway lines. In any given city, these conditions are seldom met in a completely effective way. The nature and location of existing residential areas, industry, railway lines, traffic routes and highway connections are such that the ideal conditions for schools cannot always be found. Therefore, as with all other phases of the City's pattern, some

CITY OF YORKTON
SASKATCHEWAN CANADA

YORKTON CITY PLANNING COMMITTEE

DONALD P LOGAN CHAIRMAN T F TILLER SECRETARY
I B SVEINBJORNSON PLANNING ASSISTANT
ERIC W THRIFT CONSULTANT WINNIPEG MAN

SCALE IN FEET 400 0 400 800 1200 1600 2000



LEGEND

- ELEMENTARY SCHOOL CHILDREN
- HIGH SCHOOL CHILDREN

175 NON-RESIDENT HIGH SCHOOL STUDENTS NOT SHOWN

DISTRIBUTION OF SCHOOL CHILDREN · 1949

PLATE 19

compromise is often necessary in coming as close to the community's goal as possible.

Present School Facilities

The existing schools have been built over a period extending back to 1912: Simpson was built in 1912, Burke in 1921, Victoria in 1929, and the Collegiate in 1909. A new frame building has been built recently on the Simpson School grounds and an extensive addition made to the Collegiate facilities to provide for post-war increases in school population

The elementary schools of Yorkton provide schooling for the City's children from Grade 1 to Grade 8, and the Collegiate provides high school classes from Grades 9 to 11 for children in the Yorkton district.

Plate 19 shows the location of the present schools.

Also serving the Yorkton district are two denominational schools - Sacred Heart Academy for girls, and St. Joseph's College for Ukrainian boys, both providing classes from elementary through high school

The distribution of school children by residence in 1949 is shown in Plate 19. The school population appears to indicate that the proportion of high school pupils is higher in the northern part of the city than in the south. This points to the fact that there are more numerous young families in the south with young children, and that as new houses are built, this trend is likely to continue thus increasing the load on the Simpson elementary school facilities.

The 1949 50 school population statistics indicated the heavier load on Simpson school and made it clear that additional accom modation was more urgently needed in this area. This is shown in the following table:

1949 - 1950

School	Rooms	School Population	Aver. pupils per room
Simpson	9	385	42.7
Victoria	8	293	38.6
Burke	8	269	33.6

An average of some 35 pupils per classroom has commonly been accepted as a reasonable teaching load in the elementary grades. As can be seen from the figures alone, Burke had a good class size and Victoria was within reasonable reach of the accepted standard. Simpson with an average of 42 7 pupils per room was considerably in excess of the standard. With the continuous increase in new building in the south and the accompanying influx of new families usually with some children, the situation at Simpson became intolerable, necessitating the provision of additional classrooms in the south. This led to the decision to place a frame building on the Simpson site to add the needed classrooms.

Areas Served by Elementary Schools

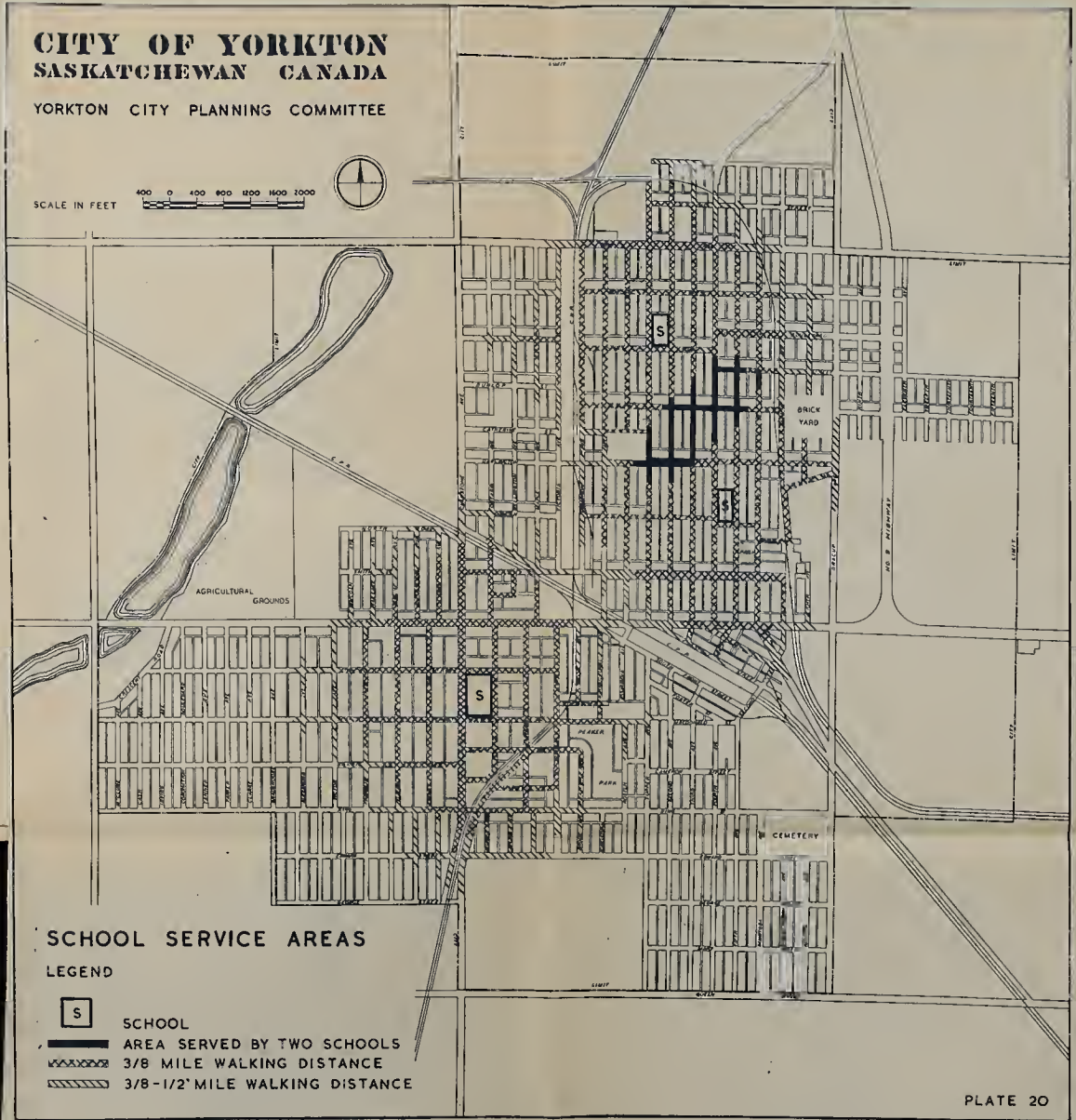
The areas which may be considered as reasonably well served by the elementary schools of Yorkton are shown on Plate 20, by showing the routes along the streets normally followed by youngsters in going to and from school. This plan does not, of course, account for the numerous "short cuts" which school children usually find for themselves, but since it is within the realm of possibility that all blocks would eventually be completely occupied, the route to school by way of the streets has been shown.

The map indicates length of the route to school at $\frac{1}{4}$ mile and at 3/8 mile. One-quarter mile is considered to be an excellent goal for travel distance to school for small children, while 3/8 mile may be considered to be well within reason. The areas which the map show to be within a 3/8 mile walk from the elementary schools do not cover all of the built-up area of the city. The area west of the C.N.R. Yorkton subdivision tracks and Victoria Avenue, most of the area east and south of the Peaker Park development and a smaller area north of Broadway and extending west from Reaman Avenue are all beyond this limit. The first area contains the separate schools and a large number of the children from this area attend there, thus reducing the need for public school facilities in the area to the point where it would be impractical to provide them. The second is an area in which a good deal of new building has been going on which has created some of the pressure on Simpson School. The third is a smaller area with rather scattered development which again is most accessible from Simpson School.

Burke and Victoria Schools appear to provide good service to the whole north-east part of the developed area from the standpoint of location. If further home building takes place in this area, however, it is conceivable that additions would have to be made to the classrooms on each of these sites, preferably at Burke School because of the larger site and because there is additional playground space across the street. Moreover, some of the area presently served by Victoria School may eventually be redeveloped as time goes on for commercial purposes which would decrease the school population and the resultant load on the school.

With respect to the south-east area in which new building has taken place and where a new subdivision plan has recently been prepared south of King Street, it would appear that Simpson School is a little too far removed for good service, particularly in view of the fact that it is separated from the area by a railway line and a major traffic street. It is therefore suggested that as the elementary school population increases in this area, consideration should be given to the construction of a small school on the site shown as reserved for public use north of King Street between Third and Fifth Avenues on the new subdivision plan mentioned above, or another alternate site which may be found farther west.

Simpson school serves the area to the south-west adequately from the standpoint of location and will serve a good deal more new development to the west of it quite well providing other school space is


CITY OF YORKTON
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YORKTON CITY PLANNING COMMITTEE
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BRICK YARD
AGRICULTURAL GROUNDS
PARK
CEMETERY
SCHOOL SERVICE AREAS
LEGEND
SCHOOL
AREA SERVED BY TWO SCHOOLS
3/8 MILE WALKING DISTANCE
3/8-1/2 MILE WALKING DISTANCE
PLATE 20

CITY OF YORKTON
SASKATCHEWAN CANADA

YORKTON CITY PLANNING COMMITTEE

DONALD P LOGAN CHAIRMAN T F TILLER SECRETARY
I B SVEINBJORNSON PLANNING ASSISTANT
ERIC W THRIFT CONSULTANT WINNIPEG MAN.

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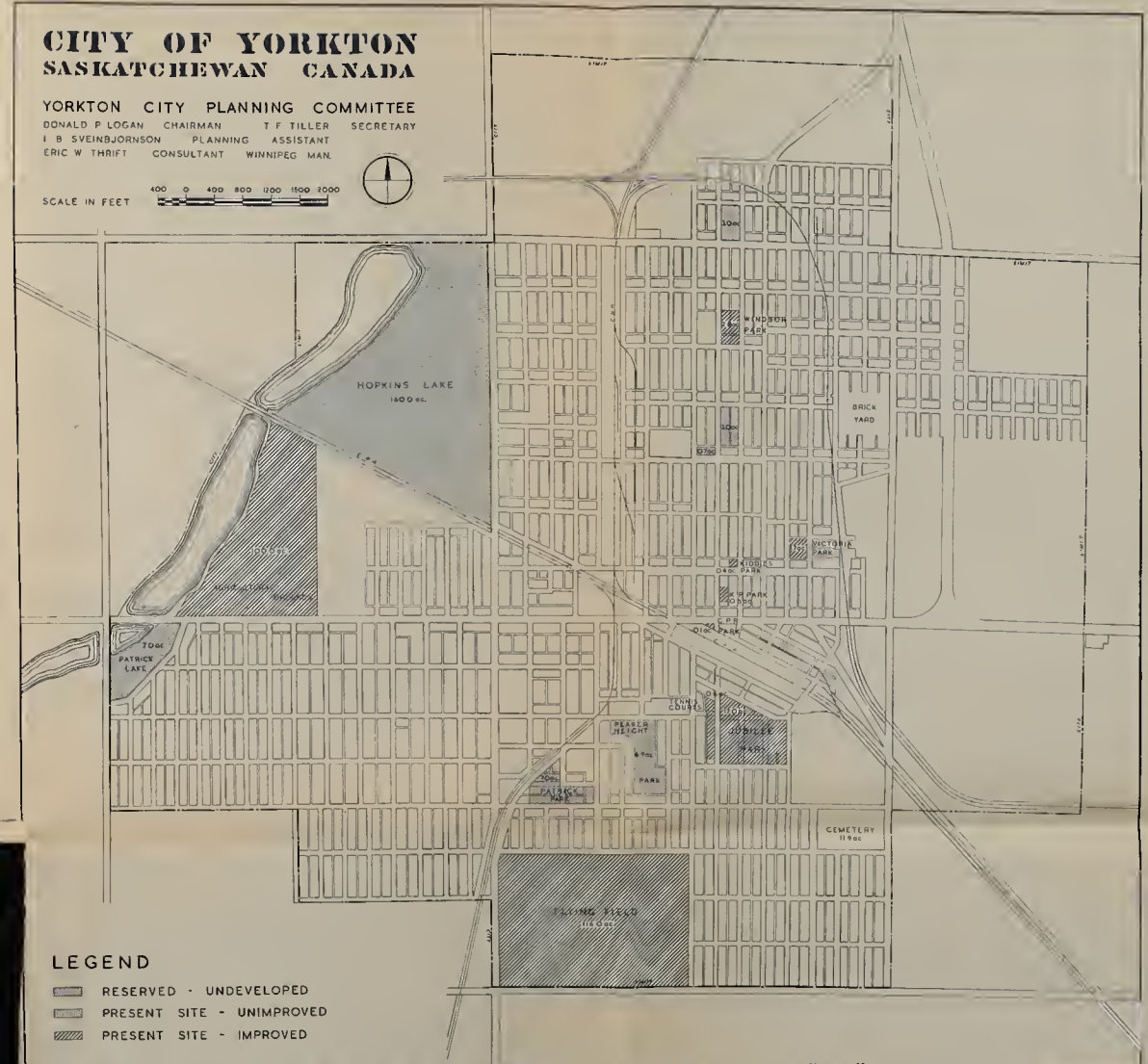

PARK AND RECREATION AREAS · 1950

PLATE 21

built around the Peaker Park area to relieve the overcrowding existing at present. Thus additional new building west of the school may create more need for new school rooms to the east than actual development in the east section itself.

Collegiate

The Collegiate Institute while somewhat off-centre of the residential population is nonetheless fairly well located. With the growing need for more building space and facilities, however, the limited playfield space is being seriously reduced. A thorough-going physical education program has been accepted as an essential part of a fully rounded high school education and outdoor recreation now takes an important place, particularly in the lives of the younger people. Adequate space for these should, if at all possible, be provided at or near the high school building. Unfortunately, the playfield at the Collegiate is quite limited in this regard, but there is no space in the immediate vicinity which can be incorporated into the playfield or developed for playfield use. Since a minimum for this purpose is considered by many authorities to be about 12 acres, it means that the high school students will likely have to use other outdoor athletic facilities in Yorkton if a fairly full sports and physical education program is to be carried on.

Parks and Recreation

As has been mentioned in the section on schools in referring to the Collegiate Institute, recreation is becoming a more and more important element in the life of the modern community, and more and more people are looking to the public authorities to provide at least the land and often the facilities to carry on extensive community outdoor recreational activities.

In terms of total space for such purposes, Yorkton is quite well equipped. Early action in the past in setting aside space for parks and recreation and the physical nature of some of the sites which discouraged other forms of development, have contributed to this fact.

The extent and location of Yorkton's park and recreation spaces is shown on Plate 21, and a tabulation of their characteristics appear in Table ~~xxx~~ 14.

It is evident on this map that there is excellent provision in terms of space for large park and recreation areas. The undeveloped Hopkins Lake areas and Jubilee Park recreation area are the major contributors in each category.

The developed part of the south section of the City is more generously equipped than the north in terms of smaller parks and recreation areas. However, with the recent setting aside of the land in the block north of the Court House between Second and Third Avenues, an important contribution was made to the City's resources for park and recreation space.

TABLE 14

PRESENT PARK FACILITIES - CITY OF YORKTON PLANNING COMMITTEE

NAME	LOCATION	DATE ACQUIRED	SOURCE OF ACQUISITION	COST	AREA	USE	SPECIAL FACILITIES
York Road Site	York and Second	Reserved	City	----	30 acres	Reserved for School	Undeveloped
Windsor Park	Henderson & Third	1947	City	----	2.8 acres	School Grounds	Softball Bleachers and Dugout
Second Ave. Site	Dunlop & Second	Reserved	City	----	3.0 acres	Reserved for Park	Undeveloped
Darlington Site	Darlington & Second	Reserved	City	----	0.7 acres	Reserved for Park	Undeveloped
Victoria Park	Fifth Ave.	1945	City	----	1.7 acres	Park	-----
Kiddies Park	Smith & Third	Sold	City	----	0.4 acres	Playground	Paddle Pool, Sandbox Swings, Teeter Totter
K.P. Park	Second Ave.	1929	City	----	0.6 acres	Park	Benches
C.P.R.Park	Broadway	1931	City	----	0.1 acres	Park	Landscaped
Tennis Courts	Second Ave. South		City	----	0.6 acres	Playground	Tennis Courts
Jubilee Park	Foster & Second S.	1945	City	----	17.0 acres	Playground	Softball Bleachers Dugouts
Peaker Heights Park	Independant and Roslyn	----	City	----	6.9 acres	Unimproved Park	-----
Patrick Park	King & Laurier	----	City	----	7.0 acres	Unimproved Park	-----
Cemetery	Edward & Manitoba	----	City	----	11.9 acres	Cemetery	-----

continued....

TABLE 14 (continued)

PRESENT PARK FACILITIES - CITY OF YORKTON PLANNING COMMITTEE

NAME	LOCATION	DATE ACQUIRED	SOURCE OF ACQUISITION	COST	AREA	USE	SPECIAL FACILITIES
Flying Field	Melville & City Limits	1946	Leased	----	116.4 acres	Private Airport	Private Flying
Hopkins Lake	Hopkins Lake	----	City	----	160.0 acres	Picnic Grounds	Unimproved Lake Site
Agricultural Grounds	Broadway W.	1920	Private	----	100.0 acres	Exhibition Grounds	Barns, Stables, Exhibits, Dining, Hall, Dormitory, Grandstand, Race Track
Patrick Lake	Patrick Lake	----	Private	----	7.0 acres	Game Sanctuary	-----
Deer Park	1½ Miles W.	----	Private	----	160.0 acres	Private Golf	Golf Course
York Lake	4 miles S.	----	Municipality	-----		Suburban Park	Pavilion, Bath Houses, Canteen, Cottages
Country Club	2 Miles S. 2 Miles W.	----	Private	----	160.0 acres	Private Golf	Golf Course

The area between Victoria and Gladstone Avenues north of the C.P.R. has no public park or recreation area within it, but since the large Hopkins Lake area is only on the opposite side of Gladstone Avenue, it is suggested that necessary recreation and developed park space can be provided within the larger park area.

As already mentioned, the developed area of the south is already well equipped with partly developed Patrick and Peaker Parks, and the Jubilee recreation field and the tennis courts. Moreover, the area occupied by the flying field also provides a large pleasant open space immediately adjacent to the residential area. If at any time in the future private flying operations move to the major airfield north of the City, this area could continue to serve as a major recreation and park area.

West of Gladstone Avenue, however, no provision has been made for future park or playground space with the exception of the Patrick Lake site at the extreme western limit of the City. Since this is likely to be an area into which new residential development will expand in the coming years, some provision should be made for park and recreation space. This should be incorporated in the proposed resubdivision in the south-west. The plan of the proposed resubdivision shown in Plate 10 and discussed in the thorofare section indicates how such an area may be provided.

Small Parks

While Yorkton shows a favorable position insofar as small park space is concerned, the relative amount of this property which is actually developed is as yet limited. This is likely to be the case of course, in a community where the open country is so close at hand. If Peaker Heights Park is included as a developed park site, this provides the following developed park spaces in Yorkton:

Victoria Park	1.7 acres
C.P.R. Park space	0.1 "
K.P. Park	0.6 "
Peaker Park	6.9 "
Total	9.3 acres

This includes only park areas within the built up part of the city. The large part of this is concentrated in Peaker Heights. It would therefore appear to be desirable, as soon as park finances make it possible, to develop a park site in the north part of the city, possibly the area north of the Court House between Second and Third Avenues. Other small park areas can be improved as the areas around them are built up with houses.

Recreation Spaces

As mentioned before, the in-city recreation areas within the built up area appear to be adequate to meet the needs. In terms of total space so developed, Yorkton is in a favorable position. The

present facilities are these:

Windsor Park	2.8 acres
Kiddies' Playlot	0.4 "
Tennis Courts	0.6 "
Jubilee Park	17.0 "
Total	20.8 acres

These together with the space in the Exhibition Grounds, Hopkins Lake, Patrick Lake and the Flying field, all on the borders of the City, and the two golf courses and the York Lake development make an impressive total for a city of the population size of Yorkton. Such assets as these have in the past and will continue in the future to contribute to the attractiveness of the city as a place to live as a centre for district affairs and as a place to visit.

Winter Recreation Facilities

The major facilities for winter recreation are the curling rink and the skating rink on either side of Tupper Avenue just south of the C.P.R. station. These, of course, provide for the needs of city wide groups and teams and for inter-city league competition.

8. RESIDENTIAL DEVELOPMENT

RESIDENTIAL DEVELOPMENT

The residential sections of Yorkton have very largely grown up in areas that were readily served with water and sewage facilities. There are, however, a few scattered sections in which small houses were built in the past that are not serviced. When the land is subdivided into small residential lots this can eventually lead to the most undesirable and deteriorating conditions. The policy of permitting no further house construction on properties which are not serviced with sewer and water is strongly endorsed. This precludes much of the construction that is frequently referred to as shack building and which always blights any area in which it is permitted to the detriment of the residents and the City as a whole. Additional residential development must therefore be dependent upon extension of sewer and water facilities into undeveloped areas.

Study of population characteristics leads to the conclusion that there is a need for rental housing since much of the business life of the city centres around wholesaling which employs sales forces who are frequently moved from one area to another. The high percentage of emigrant population bears this out. Such people are often those who prefer rental housing but under circumstances such as exist today, often have serious difficulty in obtaining homes for rent that are adequate for their requirements. This forces them to purchase and resell at frequent intervals which can create many difficulties both for the individual and his family and for the housing which is usually designed for longer term single ownership. Maintenance problems are involved in ownership which places a burden on sales people and travellers which they find they have little time to meet. The net result may often be that the houses subject to frequent turn over are less well maintained and therefore detract from the surrounding neighborhood.

It is recommended that further investigation be made of the need for rental housing accommodation in Yorkton to determine what proportion of new housing could most profitably be included in this category. For this purpose, it will be necessary to assess the amount and types of rental housing now available, to survey the needs in terms of family sizes, income and rent levels and housing types required, in order to produce a practical and clear picture of what should be the goal.

Having assessed the need and expressed it in terms of quantities and types, it is suggested that the civic administration investigate the possibility of development of the necessary rental housing under the provisions of Section 35 of the National Housing Act and the complementary provincial legislation. While this legislation provides for assistance in subsidizing rentals for low income groups, it would not necessarily hold that this would be required for Yorkton. It is likely that the need would show up among income groups who would be capable of

paying economic rents and there would be in that case no question of subsidy involved. This question could, of course, be answered only by adequate investigation.

This report makes no recommendations regarding possible sites for such housing, the types of housing that should be provided or any other such details of a possible project. These matters can only be determined after the investigation of need has been completed.

9. APPEARANCE OF THE CITY

APPEARANCE OF THE CITY

Yorkton is rightly considered by its inhabitants as one of the better-looking small urban centres on the prairies. Most of the home owners exhibit considerable interest in the appearance of their houses and surroundings and home grounds are generally maintained in good condition. Public and semi-public buildings are also well maintained with good planting generally forming a setting. The schools, the courthouse and City Hall are examples.

In the development of some of the newer warehouse and industrial buildings care has been shown in creating presentable surroundings and a general appearance that enhances the local area.

A good deal of the natural advantages of the land and its productivity have therefore been exploited to the lasting benefit of the City.

It would thus appear only wise to preserve and protect any natural advantages the City possesses, particularly in undeveloped residential and park areas.

It is recommended that every encouragement be given businessmen and industrialists in developing new properties and in improving and maintaining existing ones, to see that the important aspect of good appearance of a lasting quality is never overlooked. While the general aspect of the city's appearance will be enhanced it is also recognized as sound business policy. The best businesses regard the physical appearance of their properties as of vital importance in their public relations. Thus the general city interest and the specific businessman's interest are clearly one and the same in this respect. Well-maintained, tidy, good-looking industrial and business districts unquestionably attract business in the long run.

Business District

As in almost all cities from the largest to the smallest, Yorkton's business district is composed largely of numerous unrelated and sometimes ill-related stores and business buildings. Frequently individual owners rehabilitate their buildings or have new and more up-to-date store fronts constructed. The net result is still too often a miscellaneous assortment of designs just as unrelated to one another as before and the general appearance of the business district, while it may appear a bit more tidy, retains the rather jumbled look common to most such districts.

It is suggested therefore that some consideration be given to a method whereby the building faces of a whole block can be studied at

once with a view to remodelling, rehabilitation and most important, to co-ordination. Such a job need not necessarily be an expensive one. The degree to which the business people would want to carry investment in improvement must determine the cost of such work.

Such a project would require the willing co-operation of all businesses and owners involved in any particular block for which the work was to be carried out. Moreover, the relative financial responsibility of each would have to be settled to mutual satisfaction ahead of time.

In the interests of general better business and through the operation of some jointly appointed body to be responsible for working out details and ironing out differences (e.g. Chamber of Commerce) a scheme of this nature, if well-handled and skillfully designed could add immeasurably to the appearance of Yorkton and would be one means of spreading its name far and wide across the country.

Yorkton's sound business and civic affairs provide an excellent foundation upon which schemes of this nature can be securely based. Action of this sort would exhibit a boldness and forthright self-confidence too seldom seen in our communities. It is such communities as Yorkton that can lead the way for others across the country in showing what a sound business community is capable of doing for itself.

It is therefore recommended that the Chamber of Commerce call a meeting of the affected business people of the city in order that the idea may be outlined to them, and explained and illustrated in more detail than is possible in this report. It is the business people themselves who should deal with such a question. They are the ones who must decide whether any such project can be initiated or not. At the outset it is obvious and it must be clearly understood that good-will and a co-operative spirit will, in the end, be the only means whereby benefit can be achieved for everyone concerned.

Highway Approaches . Streets . Thorofares

Dependent as it is on outside business and trade Yorkton has a vital interest in the appearance of its approaches, particularly on the highways. Well-kept roadsides, free of excessive sign boards and treated where possible with some simple easy-to-maintain planting of trees and shrubs leave a first impression that is hard to eradicate. Approaches such as this earn communities a reputation that spreads quickly and lastingly.

In the proposed alteration of the right-of-way and alignment of the No. 9 highway approach from the South shown in the section on Thorofares, consideration should be given to the possible improvement in appearance through some judicious planting. Since industrial properties have been proposed for the property between the road and the C.N.R. right-of-way it would be to the advantage of both the city and the industry to make the most of the public relations values of the sites by providing neat buildings set back somewhat from the road with a little grass and shrubbery in front.

The view of Yorkton that is gained from the new connection of No. 9 Highway as it approaches from the North could be improved by screening the unsightly dump and adjacent areas from the road. Any planting must, of course, be kept sufficiently far from the road so that snow does not drift on the road in winter. Such a precaution should be taken with planting along any highway.

The intersection of No. 9 Highway with Nos. 10 and 14 just east of the C.N.R. Tonkin Sub. is a location which could be readily enhanced with some well-placed planting.

The policy that has been established for some years of planting the boulevards of residential streets with well-spaced street trees should be maintained. Nothing adds to the character and appearance of local streets so much as does good planting. As well as being a unifying influence, softening the sharpness of buildings and integrating varying character in the houses, good street trees have a practical value in mitigating somewhat the rigors of prairie weather. In winter they reduce wind velocity around the houses and in the street. Strong winds are recognized by authorities as a major factor, often more important than temperature, in the load that is placed on heating systems. In summer a tree-shaded street is far cooler and more pleasant than one that is exposed to the full blast of the mid-summer sun.

Telephone and power poles on the streets are generally considered as detracting from the general appearance. They are, however, necessary to the provision of vital services. Carrying the pole lines along rear lanes or rear property lines has therefore become an accepted practice in order to try to minimize their affect on the appearance of residential areas.

Underground lines have been proposed in a number of cities in order to avoid overhead lines altogether. While this is a thoroughly commendable idea which produces a clean appearance there is little likelihood of its acceptance in smaller communities on prairies because of the far greater cost of installation and maintenance.

Where possible, wooden street lighting poles should be replaced by steel poles. Careful location of modern street lighting luminaires at the proper levels and integrated with the street tree-planting will improve the efficiency of street lighting at no greater cost in operation.

In particular it is recommended that the ornamental standards on Broadway be replaced by higher, simpler steel poles, carrying modern down lighting luminaires designed to provide the maximum lighting on the street for the power consumed.

Signs

Yorkton has in the past exercised fairly close control over the location of sign boards and outdoor advertising. While good advertising in the proper places is no detriment to any community the indiscriminate

placing of sign boards particularly along highway approaches often generally detracts from t h e character of the town and appears in the eyes of the general public to be undesirably blatant.

Permitting signs in commercial and industrial areas appears to be a logical arrangement and well-designed and constructed signs can hardly create objections in such locations.

With respect to signs on buildings, particularly on store fronts, the proposal made earlier for integration of all the buildings within a block would plan for the sign requirements of the various businesses in such a way as to provide the maximum sign visibility compatible with common interest and good appearance.

It is sometimes argued that signs flat on the face of the building or store are not as readily visible as those that hang over the sidewalk. Considering the number of awnings that are used, particularly in summer, and the fact that most people do not look upward as they walk on the sidewalk, but look into the store windows, there may be some doubt of the actual value of such overhanging signs. It is therefore suggested that all new signs, whether part of a general improvement project or as individual jobs should be placed on the face of the front wall of the buildings. In this position they are readily seen from the street by motorists and by pedestrians across the way who are the ones who can see such signs properly anyway.

Civic Center

The location of a new City Hall for Yorkton has been discussed many times in the past but no positive action has been taken to establish a particular site. The present building was erected forty to fifty years ago. Public and semi-public buildings are shown on Plate 22.

A fairly precise assessment should be made of the functions which in the considered opinion of the authorities and of the people of Yorkton should be included in any new city hall or civic centre. When this has been done then a number of possible sites should be selected and their relative merits for fulfilling the purposes of the civic center set down. From this scoring of the various sites a collective opinion can be established upon the best site from the standpoint of the services to be performed.

Some of the sites which may be considered are these:

1. The present site extended through to Second Avenue.
2. The property between First and Second Avenues on the north side of Smith Street.
3. The property between First and Second Avenues on the north side of Darlington Street to the west of the Court House.
4. Site of the water tower at the north end of Peaker Heights Park opposite the end of Agricultural Avenue.

There are probably others that have been considered at one time or another which could be added to this list so that the merits and demerits of all possible locations can be carefully compared.

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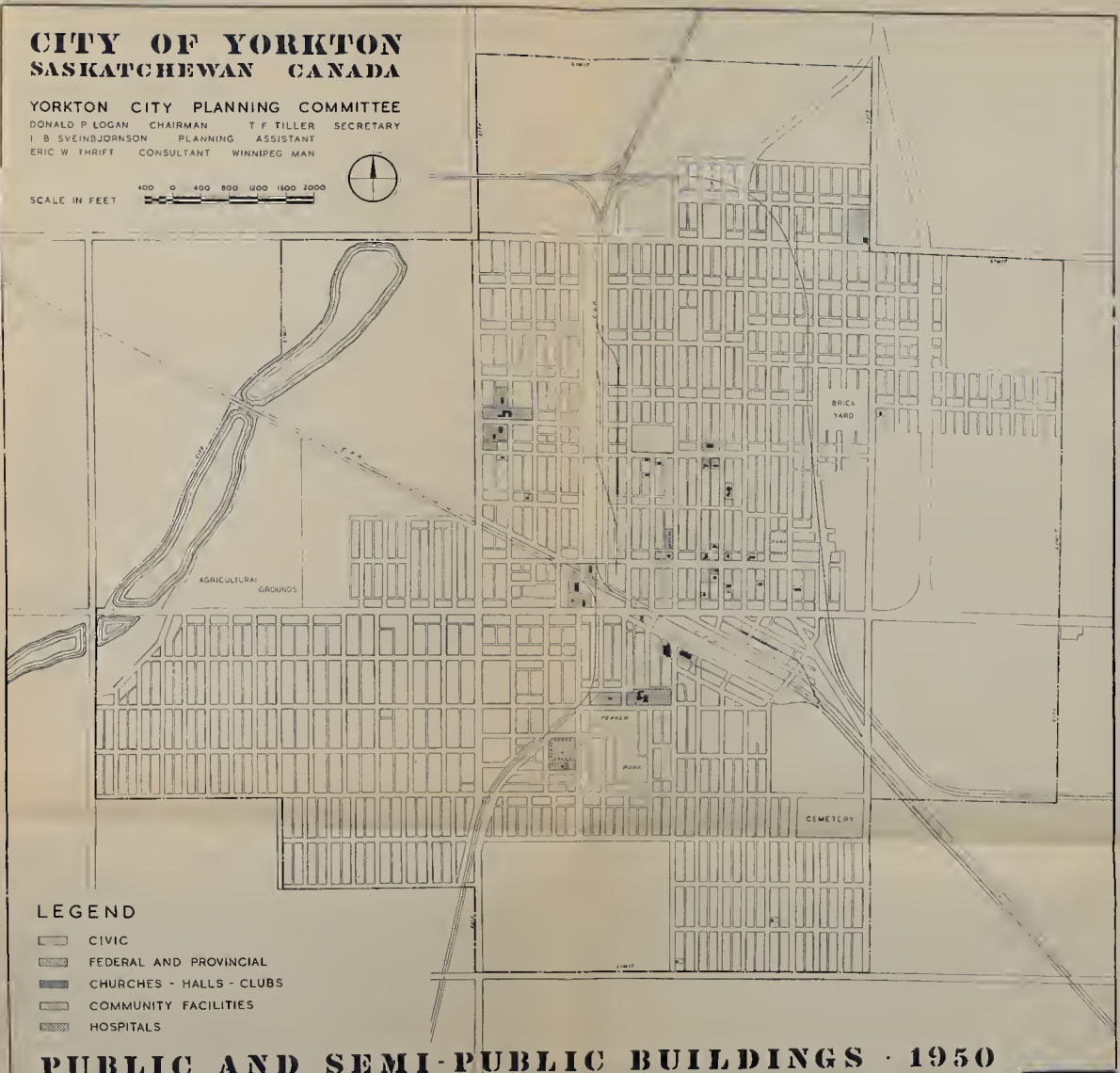

LEGEND

- CIVIC
- FEDERAL AND PROVINCIAL
- CHURCHES - HALLS - CLUBS
- COMMUNITY FACILITIES
- HOSPITALS

PUBLIC AND SEMI-PUBLIC BUILDINGS · 1950

PLATE 22

10. PUBLIC WORKS PROGRAM AND CIVIC FINANCE

PUBLIC WORKS PROGRAM AND CIVIC FINANCE

In recent years progressive municipal administrators have begun to use the technique of public works programming to establish for their cities and towns a well-analysed and thoroughly supported capital budget.

The objective of long-range public improvement programming is to provide in an orderly way for public improvement needs for a number of years in advance. Certain practical limitations upon the undertaking must be recognized, however. Future conditions are never wholly predictable and it is therefore undesirable to look too far ahead or to attempt to impose a rigid pattern of growth or development upon a community. Provision for periodic review and revision of any proposed improvement program must be made.

While, therefore, the procedure contemplates the development of programs for five, six or more years in advance, provision for annual review, revision, and extension of these programs to meet the requirements of ever-changing conditions is also included. The operation of the procedure is as follows:

A list of the improvements needed in the community during the next five or six years, arranged in some order of preference, is compiled. The financial resources and commitments of the city are analyzed, to determine the funds which will probably be available or which can be provided safely for the construction of public improvements during the period indicated. Those projects which are tentatively selected for construction are then scheduled over these years, in the order of their relative desirability, and in direct relation to the funds indicated to be available for the purpose. The first year of the schedule is then recommended as a capital budget for the ensuing year and is given council consideration, the balance of the schedule constituting the probable future requirements.

At the end of the first year, the program is reviewed. New projects which appear to be needed are added to the lists. Projects no longer appearing to be justified are eliminated; others may be shifted in position in the schedule in accordance with changed needs, or for other reasons. An additional year is added to replace the year just completed, and the revised list of projects is again scheduled over the full period of the program. The schedule for the first year of the newly revised program is then recommended as the capital budget for the coming year.

Every year thereafter the operation is repeated. Thus, a carefully conceived long-term program is always available and in readiness for use, but with only one year actually committed at any time. As this

procedure becomes established in the operations of the civic government, proposed projects are evaluated over and over again, year after year, before they ultimately reach the stage of actual undertaking. A safeguard is thus provided against hasty or ill-considered actions.

Public improvements are constructed each year as a result of the action growing out of the annual capital budget, but the end of the program is continually moved forward in an endless progression, by adding an additional year at the time of each annual review. The procedure is thus consistent with the fact that a city is never finished with its building and emphasizes the fact that no single fixed program can ever hope to provide, for all time, for the ever-changing needs of a growing community. Once established and properly integrated with planning, programming thus becomes a continuing administrative procedure of municipal government for providing public improvements.

Public facilities required by any city naturally depend upon such factors as its location, climate, area and population, rate of growth, economic, industrial and social resources, and other characteristics. Essential studies and research to determine the effect of such factors on the needs of the city are therefore precedent to the sound programming of these needs. Experience has shown that the findings and recommendations of the local planning organization can be of maximum value in this respect, and that the program should wherever possible be predicated upon the basic community plan.

Public works programming may be defined as the orderly scheduling of the construction of proposed improvements, based upon relative need and in direct relation to financial resources. Such a procedure obviously implies the application of some method of evaluating proposed improvements from the point of view of relative need or desirability. To insure maximum benefit to the community, such an evaluation must be based primarily upon a comprehensive planning procedure for the development of the community at large. An intimate relationship, therefore, exists between programming and planning.

Because of this close relationship, it is desirable to make clear the distinction between these two operations. "Programming" consists in arranging proposed projects in a time schedule for construction according to an order of priorities assigned them. It is an administrative process. "Planning", on the other hand, means consideration of the many factors influencing determination of the best possible arrangement for the development of the community, and provides a basis for determining what improvements are needed. Such a procedure must be predicated upon studies and research of the underlying characteristics of the community, and involves the indication of desirable goals, and of a policy for their attainment. "Programming" is a means for bringing these plans to fruition in the most orderly manner consistent with changing needs.

In one sense, advance programming of public improvements might be deemed a procedure for the efficient use of the financial resources of the community, since it involves a thorough analysis of

these resources in relationship to proposed public improvement expenditures.

In addition, the programming procedure enables the city to co-ordinate all proposed improvement projects with each other and with the general growth and requirements of the community. It provides a certain over-all perspective with respect to the development of the municipality which is of benefit to the administrative officials and the public. The resulting recommended construction program, based on considered judgment, is more likely to provide for the best interests of the entire community and to insure that maximum benefit will be gained from the money spent. Concentration of over-emphasis upon any single project to the exclusion of others, perhaps more essential, may be avoided and a more balanced development achieved.

The City is in a better position through such a program to stabilize the volume of public improvements and the expenditure of public funds at a reasonably uniform level, preventing too hasty and uneconomical construction during periods of heavy economic expansion and helping to maintain an undiminished level of public work during economic recession.

The use of the public works program makes it possible to foresee projects in sufficient time to permit the adequate preparation of plans and maintenance of the most efficient arrangements for the preparation of studies, surveys, plans and specifications.

Financial operations related to public works can be facilitated appreciably by the existence of a program. Future requirements may be forecast more accurately. Necessary action regarding bond issues, tax levies, money by-laws and charter amendments can be taken well ahead of need.

Real estate requirements of certain public works can be foreseen through an advance program, and advantage can often be taken of favorable real estate markets to acquire sites or property at reasonable levels. A balance, of course, must be struck between the savings effected in the cost of property and the costs of carrying it. This applies to building sites, rights-of-way, street widenings and the like.

Grants-in-aid from senior governments for specific projects or types of projects are often available more readily if the projects are in a more advanced state of consideration and preparation through a works program.

The difficulties caused by the construction of projects demanded as a result of a momentary wave of popular enthusiasm can be minimized through the operation of the long-range programming procedure. On more than one occasion a municipality has been forced, by popular demand, to engage upon the construction of a project which later proved to be a "white elephant", expensive to maintain. Advance programming forces more careful consideration of all projects.

Unwarranted pressure upon aldermen and officials from special groups or particular areas can often be eased considerably. The long-range program, based as it is upon careful study and consideration of the many factors and elements affecting the community as a whole, greatly relieves such difficulties by providing an effective and authoritative answer to such groups.

OUTLINE OF PROCEDURE

1. Financial Analysis

The analysis by the city treasurer of the city's past and present financial situation is the initial, essential step in the program. This provides the basis for estimating the funds which it may be possible to make available for public improvements during the years of the program.

2. List of Needed Public Improvements

A list of necessary public improvements should be prepared as early as possible, together with the significant date respecting each one. Projects should be listed by operating departments and all projects suggested by citizens or organizations should be included. Data should include cost estimates and statements on the value and purpose of the project and its relationship to the city's general development.

3. Preparation of Program

A central committee should then review the information assembled in stages 1 and 2, for the purpose of formulating a desirable and financially reasonable program for a period of five to ten years. In developing the program, the city council's policies, fiscal and otherwise, sound planning and the attitude of the public should be thoroughly considered.

4. Consideration by Council

The capital budget and program are then submitted to the city council. After the procedure is thoroughly organized, this may be submitted at the same time as the annual budget report. The Council can then review the program and revise it where it is deemed necessary.

5. Public Acceptance

The public should be carefully informed on the formulation of the program and the benefits of its adoption, which may be done through meetings and through the regular channels of public information. This is particularly necessary when referendums must be held on money by-laws required to authorize the financing of certain projects in the program. The existence of a program will enable the authorities to be better prepared in sufficient time to have the public thoroughly informed on any one project.

APPENDIX A

POPULATION BY SEX 1941 and 1946 FOR CITIES OVER 5,000 POPULATION, SASKATCHEWAN

CITY	1941			1946		
	Total	Male	Female	Total	Male	Female
Moose Jaw	20753	10492	10261	23069	11576	11493
Prince Albert	12508	6410	6098	14532	7188	7344
Regina	58245	28432	29813	60246	28801	31445
Saskatoon	43027	21094	21993	46028	22503	23525
Swift Current	5594	2810	2784	6379	3107	3272
Yorkton	5577	2771	2806	5714	2781	2933
Prov.of Sask.	895992	477563	418429	832688	442167	390521
Sask. Urban Cities, Towns, Villages	295146			316760	157478	159282
Sask. Rural	600846			515928	284689	231239

Source: POPULATION, Census of Saskatchewan 1946, Dominion Bureau of Statistics.

APPENDIX B
POPULATION BY FIVE - YEAR AGE GROUPS AND SEX FOR YORKTON CITY
1931 - 1946

AGE GROUPS	1951 TOTAL	1951 MALE		1951 FEMALE		1936 TOTAL	1936 MALE		1936 FEMALE		1941 TOTAL	1941 MALE		1941 FEMALE		1946 TOTAL	1946 MALE	1946 FEMALE
All ages	5027	2603		2424		4931	2421		2510		5577	2771		2806		5714	2781	2933
0 - 4	469	4.7%	238	4.6%	231	456	4.4%	216	5.0%	220	456	4.0%	225	3.8%	211	474	247	227
5 - 9	515	5.1	256	5.2	259	469	4.7	230	4.6	239	466	4.2	237	4.1	229	450	234	216
10 - 14	522	5.3	265	5.1	257	525	5.4	264	5.3	261	496	4.4	247	4.5	249	444	216	228
15 - 19	623	5.9	296	6.5	327	551	5.2	255	5.8	296	587	4.8	268	5.7	319	580	256	324
20 - 24	499	4.8	240	5.2	259	552	5.0	248	6.2	304	602	4.6	258	6.2	344	615	251	364
25 - 29	409	4.1	207	4.0	202	413	5.7	180	4.7	233	623	5.3	294	5.9	329	490	229	261
30 - 34	335	3.7	185	3.0	150	313	3.0	147	3.4	166	448	4.1	226	4.0	222	467	230	237
35 - 39	328	3.6	179	3.0	149	280	2.7	135	2.9	145	371	3.2	181	3.4	190	420	192	228
40 - 44	337	3.7	185	3.0	152	279	2.9	144	2.7	135	271	2.6	143	2.3	128	340	164	176
45 - 49	296	3.6	182	2.3	114	313	3.3	162	3.1	151	287	2.7	152	2.4	135	298	160	138
50 - 54	209	2.3	114	1.9	95	256	3.1	152	2.1	104	286	2.9	162	2.2	124	273	152	121
55 - 59	144	1.5	74	1.4	70	174	1.9	96	1.6	78	225	2.3	128	1.7	97	272	144	128
60 - 64	105	1.3	65	.8	40	118	1.1	55	1.3	63	161	1.5	85	1.4	76	308	120	88
65 - 69	83	.9	43	.8	40	100	1.2	61	.8	39	125	1.1	64	1.1	61	149	69	80
70 - 74	75	.7	36	.8	39	67	.7	35	.65	32	93	.9	50	.8	43	103	49	54
75 - 79	49	.5	26	.5	23	55	.5	26	.6	29	54	.6	32	.4	22	75	43	32
80 - 84	15	.1	5	.2	10	23	.2	12	.2	11	29	.23	13	.3	16	39	22	17
85 - 89	8	.08	4	.08	4	4	.02	1	.06	3	11	.07	4	.1	7	19	8	11
90 - 94	-	-	-	-	-	3	.04	2	.02	1	6	.04	2	.07	4	1	-	1
95+	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	3	1	2
Not stated	6	.06	3	.06	3	-	-	-	-	-	-	-	-	-	-	-	-	-

Source: Population Census of Saskatchewan, Dominion Bureau of Statistics

APPENDIX C

FEMALES BY MARITAL STATUS - 1946

YORKTON, Sask.

Ages	to 15	15+	15 19	20 24	25 29	30 34	35 39	40 44	45 49	50 54	55 59	60 64	65 69	70 74	75 79	80 84	85 89	90 94	95+
Total	671	2262	324	364	261	237	228	176	138	121	128	88	80	54	32	17	11	1	2
Single	671	751	136	223	84	34	38	19	13	10	5	2	2	1	1	2	1	-	-
Married		1334	8	141	176	198	184	152	112	100	108	61	48	28	12	5	1	-	-
Widowed		173	-	-	1	3	6	5	11	11	15	25	30	25	19	10	9	1	2
Divorced		4	-	-	-	2	-	-	2	-	-	-	-	-	-	-	-	-	-

Source: POPULATION. Census of Saskatchewan 1946. Dominion Bureau of Statistics.

APPENDIX D

MIGRANT POPULATION 1941 - 1946

YORKTON, SASK.

		Yorkton	Other Sask. Cities 5000 and over	Census Division 9
5 years & over	M-	2534		26827
	F-	2706		23223
	T-	5240	149411	50050
Non-migrants	M-	1642		22786
	F-	1660		19110
	T-	3302	103029	41896
Migrants	M-	832		3643
	F-	1025		4031
	T-	1857 = 35.4%	42767 = 28.6%	7674 = 15.9%
Intra-provincial Migrants	M-	632		2876
	F-	793		3255
	T-	1425		6131

Source: POPULATION, Census of Saskatchewan 1946, Dominion Bureau of Statistics.

APPENDIX E
YORKTON POPULATION

DEVELOPMENT USING BIRTHRATE 'A' AND MIGRATION 'A'

	1950	1951	1952	1953	1954	1955	1956	1957	1958	1959	1960	1961	1962	1963	1964	1965	1966	1967	1968	1969	1970
Birth Rate 'A'	24.1	24.6	25.0	25.2	25.6	25.7	25.9	26.0	26.0	26.0	25.9	25.8	25.7	25.6	25.5	25.4	25.3	25.2	25.2	25.2	25.2
Births	145	150	155	159	165	169	174	179	183	187	191	195	199	202	206	210	215	219	224	230	235
Death Rate	5.2	5.8	5.8	5.5	5.2	5.0	5.0	5.0	5.0	5.0	5.0	5.0	5.0	5.0	5.0	5.0	5.0	5.0	5.0	5.0	5.0
Deaths	31	35	36	35	33	33	34	34	35	36	37	38	39	40	41	42	43	44	45	46	47
Natural Increase	114	115	119	124	132	136	140	145	148	151	154	157	160	162	165	168	172	175	179	184	188
Migration 'A'	-18	-11	- 6	- 1	+ 5	+10	13	16	19	21	23	26	28	29	30	30	30	30	30	30	30
Net Inc.	96	104	113	123	137	146	153	161	167	172	177	183	188	191	195	198	202	205	209	214	218
Result. Pop.	6096	6200	6313	6436	6573	6719	6872	7033	7200	7372	7549	7732	7922	8113	8308	8506	8708	8913	9122	9336	9554

DEVELOPMENT USING BIRTHRATE 'A' AND MIGRATION 'B'

	1950	1951	1952	1953	1954	1955	1956	1957	1958	1959	1960	1961	1962	1963	1964	1965	1966	1967	1968	1969	1970
Birth Rate 'A'	24.1	24.6	25.0	25.2	25.6	25.7	25.9	26.0	26.0	26.0	25.9	25.8	25.7	25.6	25.5	25.4	25.3	25.2	25.2	25.2	25.2
Births	145	150	155	159	164	168	172	176	180	184	187	190	193	198	200	203	207	211	215	219	224
Death Rate	5.2	5.8	5.8	5.5	5.2	5.0	5.0	5.0	5.0	5.0	5.0	5.0	5.0	5.0	5.0	5.0	5.0	5.0	5.0	5.0	5.0
Deaths	31	35	36	35	33	33	33	34	35	35	36	37	38	38	39	40	41	42	43	43	44
Natural Increase	114	115	119	124	131	135	139	142	145	149	151	153	155	160	161	163	166	169	172	176	180
Migration 'B'	-21	-18	-15	-12	-10	- 8	- 5	- 2	0	0	+ 1	+ 2	3	4	4	5	5	5	5	5	5
Net Inc.	93	97	104	112	121	127	134	140	145	149	152	155	158	164	165	168	171	174	177	181	185
Result. Pop.	6093	6190	6294	6406	6527	6654	6788	6928	7073	7222	7374	7529	7687	7851	8016	8184	8355	8529	8696	8877	9062

APPENDIX E

DEVELOPMENT USING BIRTHRATE 'A' AND MIGRATION 'C'

	1950	1951	1952	1953	1954	1955	1956	1957	1958	1959	1960	1961	1962	1963	1964	1965	1966	1967	1968	1969	1970
Birth Rate 'A'	24.1	24.6	25.0	25.2	25.6	25.7	25.9	26.0	26.0	26.0	25.9	25.8	25.7	25.6	25.5	25.4	25.3	25.2	25.2	25.2	25.2
Births	145	150	155	158	163	167	171	175	178	181	184	186	189	192	194	197	200	202	206	210	214
Death Rate	5.2	5.8	5.8	5.5	5.2	5.0	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Deaths	31	35	36	35	33	32	33	34	34	35	35	36	37	38	38	39	39	40	41	42	42
Natural Increase	114	115	114	123	130	135	138	141	144	146	149	150	152	154	156	158	161	162	165	168	172
Migration 'C'	-23	-22	-21	-20	-20	-20	-20	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Net Inc.	91	93	98	103	110	115	118	121	124	126	129	120	132	134	136	138	141	142	145	148	152
Result. Pop.	6091	6184	6282	6385	6495	6610	6728	6849	6973	7099	7228	7358	7490	7624	7760	7898	8039	8181	8326	8474	8626

DEVELOPMENT USING BIRTHRATE 'B' AND MIGRATION 'A'

Birth Rate 'A'	24.0	24.1	24.3	24.3	24.3	24.2	24.1	24.0	24.0	24.0	24.0	24.0	24.0	24.0	24.0	24.0	24.0	24.0	24.0	24.0	24.0
Births	144	147	150	153	156	159	161	164	167	171	175	179	183	187	191	195	200	204	208	214	218
Death Rate	5.2	5.8	5.5	5.2	5.0	5.0	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Deaths	31	35	34	33	32	33	33	34	35	36	36	37	38	39	40	41	42	43	44	45	45
Natural Increase	113	112	116	120	124	126	128	130	132	135	139	142	145	148	151	154	158	161	164	169	173
Migration 'C'	-18	-11	- 6	- 1	+ 5	10	13	16	19	21	23	26	28	29	30	30	30	30	30	30	30
Net Inc.	95	101	110	119	129	136	141	146	151	156	162	168	173	177	181	184	188	191	194	199	203
Result. Pop.	6095	6196	6306	6425	6554	6690	6831	6977	7128	7284	7446	7614	7787	7964	8145	8329	8517	8708	8902	9101	9304

APPENDIX E

DEVELOPMENT USING BIRTHRATE 'B' AND MIGRATION 'B'

	1950	1951	1952	1953	1954	1955	1956	1957	1958	1959	1960	1961	1962	1963	1964	1965	1966	1967	1968	1969	1970
Birth Rate 'B'	24.0	24.1	24.3	24.3	25.3	25.2	25.1	24.0	24.0	24.0	24.0	24.0	24.0	24.0	24.0	24.0	24.0	24.0	24.0	24.0	24.0
Births	144	147	150	153	155	157	160	162	165	168	171	174	178	181	185	189	192	196	200	204	208
Death Rate	5.2	5.8	5.5	5.2	5.0	5.0	5.0	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Deaths	31	35	34	33	32	33	33	34	34	35	36	36	38	38	39	39	40	41	42	42	43
Natural Increase	113	112	116	120	123	124	127	128	131	133	135	138	140	143	146	150	152	155	158	162	165
Migration 'B'	-21	-18	-15	-12	-10	- 3	- 5	- 2	0	0	+ 1	2	3	4	4	5	5	5	5	5	5
Net Inc.	92	94	101	108	113	116	122	126	131	133	136	140	143	147	150	155	157	160	163	167	170
Result. Pop.	6092	6186	6287	6395	6508	6624	6746	6872	7003	7136	7272	7412	7555	7702	7852	8007	8164	8324	8487	8654	8824

DEVELOPMENT USING BIRTHRATE 'B' AND MIGRATION 'C'

Birth Rate 'B'	24.0	24.1	24.3	24.3	24.3	24.2	24.1	24.0	24.0	24.0	24.0	24.0	24.0	24.0	24.0	24.0	24.0	24.0	24.0	24.0	24.0
Births	144	147	150	152	155	157	159	161	163	166	168	171	174	177	180	182	185	189	192	195	198
Death Rate	5.2	5.8	5.5	5.2	5.0	5.0	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Deaths	31	35	34	33	32	32	33	33	34	35	35	36	36	37	37	38	39	39	40	41	41
Natural Increase	113	112	116	119	123	125	126	128	129	131	133	135	138	140	143	144	146	150	152	154	157
Migration 'B'	-23	-22	-21	-20	-20	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Net Inc.	90	90	95	99	103	105	106	108	109	111	113	115	118	120	123	124	126	130	132	134	137
Result. Pop.	6090	6180	6275	6374	6477	6582	6688	6796	6905	7016	7129	7244	7362	7482	7605	7729	7855	7985	8117	8251	8388

APPENDIX E

DEVELOPMENT USING BIRTH RATE 'C' AND MIGRATION 'B'

	1950	1951	1952	1953	1954	1955	1956	1957	1958	1959	1960	1961	1962	1963	1964	1965	1966	1967	1968	1969	1970
Birth Rate 'C'	24.5	24.0	23.4	23.4	22.7	22.0	21.5	21.4	21.3	21.4	21.5	21.8	22.1	22.3	22.3	22.1	22.0	22.0	22.0	22.0	22.0
Births	147	146	147	147	145	143	142	143	145	148	151	156	160	165	168	169	171	174	177	181	184
Death Rate	5.2	5.8	5.8	5.5	5.2	5.0	5.0	5.0	-	-	-	-	-	-	-	-	-	-	-	-	-
Deaths	31	35	36	35	33	32	33	33	34	35	35	36	36	37	38	38	39	40	40	41	42
Natural Increase	116	111	111	112	112	111	109	110	111	113	116	120	124	128	130	131	132	134	137	140	142
Migration 'B'	-21	-18	-15	-12	-10	- 8	- 5	- 2	0	0	+1	2	3	4	4	5	5	5	5	5	5
Net Inc.	95	93	96	100	102	103	104	108	111	113	117	122	127	132	134	136	137	139	142	145	147
Result. Pop.	6095	6188	6284	6384	6486	6589	6693	6801	6912	7025	7142	7264	7391	7523	7657	7793	7930	8069	8211	8356	8503

DEVELOPMENT USING BIRTH RATE 'C' AND MIGRATION 'A'

Birth Rate 'C'	24.5	24.0	23.8	23.4	22.7	22.0	21.5	21.4	21.3	21.4	21.5	21.8	22.1	22.3	22.3	22.1	22.0	22.0	22.0	22.0	22.0
Births	147	146	148	147	145	144	143	145	147	150	154	159	165	170	173	175	178	182	186	189	194
Death Rate	5.2	5.8	5.8	5.5	5.2	5.0	5.0	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Deaths	31	35	36	35	33	33	33	34	35	35	36	37	37	38	39	40	41	41	42	43	44
Natural Increase	116	111	112	112	112	111	110	111	112	115	118	122	128	132	134	135	137	141	144	146	150
Migration 'A'	-18	-11	- 6	- 1	+ 5	10	13	16	19	21	23	26	28	29	30	30	30	30	30	30	30
Net Inc.	98	100	106	111	117	121	123	127	131	136	141	148	156	161	164	165	167	171	174	176	180
Result. Pop.	6098	6198	6304	6415	6532	6653	6776	6903	7034	7170	7311	7459	7615	7776	7940	8105	8272	8443	8617	8793	8973

APPENDIX E

DEVELOPMENT USING BIRTHRATE 'C' AND MIGRATION 'C'

	1950	1951	1952	1953	1954	1955	1956	1957	1958	1959	1960	1961	1962	1963	1964	1965	1966	1967	1968	1969	1970
Birth Rate 'C'	24.5	24.0	23.8	23.4	22.7	22.0	21.5	21.4	21.3	21.4	21.5	21.8	22.1	22.3	22.3	22.1	22.0	22.0	22.0	22.0	22.0
Births	147	146	147	147	144	142	141	142	143	146	148	152	157	160	163	164	165	168	170	172	175
Death Rate	5.2	5.8	5.8	5.5	5.2	5.0	5.0	5.0	-	-	-	-	-	-	-	-	-	-	-	-	-
Deaths	31	35	36	35	33	32	33	33	34	34	35	35	35	36	36	37	38	38	39	39	40
Natural Increase	116	111	111	112	111	110	108	109	109	112	113	117	122	124	127	127	127	130	131	133	135
Migration 'C'	-23	-22	-21	-20	-20	-20	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Net Inc.	93	89	90	92	91	90	88	89	89	92	93	97	102	104	107	107	107	110	111	113	115
Result. Pop.	6093	6182	6272	6364	6455	6545	6633	6722	6811	6903	6996	7093	7195	7299	7406	7513	7620	7730	7841	7954	8069

8375